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ABSTRACT

The thirty-nine papers presented here were prepared by persons concerned with youth unemployment at the request of two subcommittees of the House Committee on Education and Labor. They address root causes and ways both public schools and employment and training systems can reduce the extent and the rate of youth unemployment. An introduction provides a brief synthesis of the papers and notes the increase in youth unemployment (from 9% to 13% from 1968 to 1978--with a greater rate for minority youths). Contributors include the following: George Iden, Chief, Special Studies Unit, Congressional Budget Office and Alfred W. Pelletier, Chairman and President, Mack Trucks, Inc., on root causes; Robert E. Taylor, Executive Director, The National Center for Research in Vocational Education, and Charles O. Whitehead, President, American Vocational Association on the public school role; and Sam Brown, Director, Action, and Frank W. Schiff, Committee for Economic Development on employment and training systems. Listed in a miscellaneous section, representatives of two private agencies, Oak Ridge Associated Universities and Chrysler Learning, Inc., discuss their training programs for youths, the National School Board Association discussss emerging issues between vocational education and CETA, and Michael Casserly and Reva Siegal, Council of the Great City Schools, give implications for federal policy on youth unemployment. (MEK)

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96th Congress }
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COMMITTEE PRINT

PROBLEMS OF YOUTH UNEMPLOYMENT

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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FORWARD

The papers presented in this volume have been prepared by persons concerned with the problem of youth unemployment at the request of the Subcommittee on Elementary, Secondary, and Vocational Education and the Subcommittee on Employment Opportunities.

Clearly, a serious national problem exists in the area of youth unemployment, especially as regards minority youths. And the members of our Subcommittees are indeed appreciative to all of those who contributed these papers in the hope that they could help us all find ways to solve this problem.

We are also appreciative of the work which Mr. Mark Wolfe of the Congressional Research Service of the Library of Congress performed in writing the introduction for this volume and in arranging the order of the papers.

Carl D. Perkins Chairman Subcommittee on Elementary, Secondary, and Vocational Education and Chairman Committee on Education and Labor	Augustus F. Hawkins Chairman Subcommittee on Employment Opportunities

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INTRODUCTION

The overall rate of youth unemployment, and the public attention paid thereto, have increased rapidly since the late 1960's. As illustrated on Table I, below, the overall rate of youth unemployment increased from 9 to 13 percent from 1968 to 1978. Among youths from minority backgrounds, the rate increased at an even faster rate from 19 percent in 1968 to 35 percent in 1978.[1]

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[1] Data are not available on the number of Hispanic youth between 1968 and 1973.

TABLE I--Unemployment rates for youth (1968-1978), by race, sex, and specific age range 2/ 3/

Males

	Whites			**Blacks**			**Hispanics**		
Age Range	16-17	18-19	20-24	16-17	18-19	20-24	16-17	18-19	20-24
Average Annual Unemployment Rate									
1978	16.4	10.8	7.6	40.0	30.8	20.0	42.8	32.7	20.8
1973	15.1	10.0	6.5	34.4	22.1	12.6	35.8	22.7	12.8
1968	12.3	8.2	4.6	26.9	19.0	8.3	N/A	N/A	N/A

1/ N/A--Not available.

2/ Source--U.S. Department of Labor, FY 1979 Employment and Training Report to the President and the National Commission on Employment Policy.

TABLE I (continued)

	Females								
	Whites			**Blacks**			**Hispanics**		
Age Range	16-17	18-19	20-24	16-17	18-19	20-24	16-17	18-19	20-24
Average Annual Unemployment Rate									
1978	17.1	12.4	8.3	41.7	36.5	21.3	45.2	38.6	22.6
1973	15.7	10.9	7.0	36.5	33.3	17.6	38.8	34.3	18.3
1968	13.9	11.0	5.9	33.7	26.2	12.3	N/A	N/A	N/A

The unemployment rate for white males, as illustrated in Table I, is consistently lower than the rates for minority youths and young women. Further, some analysts have argued that these rates understate the true extent of unemployment among minority youth. These analysts argue that in discussing the labor market situation of youth, it is important to focus on the labor force participation rate as well as the unemployment rate. A particularly large proportion of black youth are not actively seeking employment and therefore are not counted as unemployed--the number of unemployed black teenagers was about 381,000 in 1978, but their labor force participation rate was only 2/3 as high as the rate for white teenagers. Therefore, if the labor force participation rate had been as high for black teenagers as it was for white teenagers in 1978, then there would have been 500,000 more black teenagers in the labor force, and the unemployment rate for them might well have been even higher than the reported rate.

These papers discuss, at the request of the Subcommittees, three overall topics. These are:

(1) root causes of youth unemployment;

(2) improvements which could be made in educational systems to reduce the extent of youth unemployment; and

(3) improvements which could be made in employment and training systems to reduce the rate of youth unemployment.

One of the central themes of these papers is that the current high rate of youth unemployment is caused by three interrelated problems. These problems are associated with increasing competition for entry level jobs; lack of adequate vocational counseling and job placement; and for some young people, a lack of adequate work, literary, and social skills.

The competition for entry level jobs has been increasing during the last decade faster than the number of entry level jobs has been increasing--resulting, according to some papers, in higher rates of youth unemployment. This is attributed by the authors of these papers to:

--an increase in the number of women in the labor force as a result of inflation, declining barriers to employment, and a growing number of women who are single heads of households;

--an increase in the numbers of handicapped persons entering the labor force as a result of the reduction in employment barriers;

--a decline in the number of low skilled, labor-intensive jobs;

--a decline in the size of the military by about one million men since the late 1960s;

--discrimination by employers against minority youth; and

--an increase in the number of undocumented workers.

It was reported in some papers that the current vocational counseling and job placement system is in many cases, understaffed and underfinanced. As a result, these authors argue, the system is often unable to offer young people the type of assistance they need in identifying and getting jobs that meet their needs, interests, and aptitudes.

Others who submitted papers said that some youth are having difficulty finding employment because they lack basic reading, writing, and mathematical skills. It was also argued that when some of these youth are able to find employment, they are unwilling to accept the kinds of jobs for which they qualify.

Many of the authors of these papers also recommend strategies for reducing the extent of youth unemployment. These include: improvements in the employment-related aspects of public education; changes in the employment and training services authorized under the Comprehensive Employment and Training Act (CETA) and the development of a National Youth Service (NYS). These recommendations are discussed below.

One author recommends that the role of the schools should be to concentrate on the development of "transferable skills," literacy skills, and expansion of work experience programs. "Transferable skills" are defined in this paper as problem solving, analyzing, and decision-making skills, along with such attitudinal qualities as diligence, flexibility, cooperativeness, and a sense of responsibility. Work experience would allow students an opportunity to explore one or more occupational areas and help them develop work habits, values, and attitudes necessary to progress in the labor market.

Several authors also suggest that high schools offer academic credit for work experience as a means of increasing the relevance of school to work for prone to drop out youth. Providing academic credit for work, it is argued, would also certify the acquisition of work skills and related knowledge and could thereby help reduce some of the barriers to employment that some youth face.

Improvements in the quality of guidance and counseling services offered in schools for those youth considering leaving without a diploma and for youth enrolled in CETA programs are recommended. These youth are often from disadvantaged backgrounds with histories of failure and rejection. A good counseling program could help guide young people through the process of identifying and getting jobs that meet their needs, interests, and aptitudes. It could also help them learn the importance their work will have on their personal, social, and economic lives.

Several of those submitting papers recommend ways to increase the coordination between skill training programs sponsored under CETA with those sponsored under the Vocational Education Act (VEA). Some of these recommend placing both programs under the same appropriation cycle as a means to allow program administrators to coordinate their allocation training funds. Currently, the VEA is an advanced funded program while CETA is funded on a current year basis.

One author recommends increasing the role of the schools in training CETA participants by developing educational centers which would offer unemployed youth an opportunity to gain work skills, knowledge, and attitudes which are directly related to the work setting. An educational development plan would be prepared for each program participant which would assess their skills, educational achievements, and training schedule. The plan would also contain provisions for stipends for those participants needing financial assistance.

Others recommend encouraging private industry to hire more young people through various wage, tax, or other incentives. They recommend reducing the cost to employers of hiring young people by relieving them of certain legal obligations, such as the Federal minimum wage and the social security tax. Some also recommend direct wage subsidies as a means to encourage employers to hire and train unemployed youth.

A final recommendation offered in one paper is the development of a National Youth Service (NYS), which would offer young people an opportunity to work in a public or private nonprofit agency for one year. The NYS concept would be funded by the Federal Government and administered locally. It would provide, it is argued, an opportunity for all participants to explore various career options and gain useful work experience.

In summation, these papers propose a variety of solutions to alleviating the problem of youth unemployment. Some recommendations would require legislative action, while others would require structural changes in the working relationship between the public schools and skill training programs. These papers are presented in three sections: (1) papers on the root causes of youth unemployment; (2) papers on improvement in the educational system which could reduce the extent of youth unemployment; and (3) papers on improvements which could be made in the employment and training system to reduce the rate of youth unemployment. A final, miscellaneous section includes papers on other aspects of the youth unemployment issue.

Discussion of the root causes of youth unemployment

YOUTH EMPLOYMENT POLICIES FOR THE 1980s

by

National Commission for
Employment Policy Staff

September 28, 1979

Prepared for Compendium on Youth Unemployment Policy, to be Published by the Subcommittee on Elementary, Secondary, and Vocational Education and the Subcommittee on Employment Opportunities of the Committee on Education and Labor, U.S. House of Representatives.

YOUTH EMPLOYMENT POLICIES FOR THE 1980s*

Over the past year, the National Commission for Employment Policy has been conducting an extensive review and reassessment of youth labor market policies. This review was based on information gathered from: field hearings conducted by the Commission in four cities in May and June 1979; several meetings and seminars with experts and practitioners; the background papers and deliberations of a national conference on youth employment in August 1979, cosponsored by the American Assembly and the Commission; and the preliminary findings of several research projects being sponsored by the Commission. Three topics were examined:

--the dimensions, causes and consequences of youth labor market problems
--the goals, priorities, and options for public policies to reduce these problems; and
--the lessons from past program experiences.

One recurrent theme in this paper is the lack of definitive answers to some very basic questions. After years of research on youth labor market problems, one would think that there would be some agreement, for example, on why youth joblessness is high and why minority youth joblessness is even higher. After years of experience in operating education, employment, and training programs, one would have hoped for a better understanding of what works best for whom. This paper is written without many of the usual caveats about the "need for further research." But the reader is forewarned that the next generation of youth labor market policies will have to be developed with incomplete and uncertain understanding of what it is that will really help. One solid lesson from our past experiences is that one needs to be cautious about expecting too much from whatever policies are developed.

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*This paper is adapted from "Youth Employment Policies for the 1980s," an analysis prepared for the National Commission for Employment Policy by its staff. Copies of the analysis and the Commission's report to the President and the Congress will be available in December 1979.

A. Youth Labor Market Policies

The majority of people go through their teenage and young adult years (ages 16 through 24) without serious problems. Their early labor market encounters may involve unemployment and almost certainly involve very low wages, relative to what they will earn later on, but by the end of the period they have made a successful transition to normal adult work roles.

Those who do less well are the subject of most of this paper. Along some continuum of need, the odds of making a less-than-successful transition are increased greatly if one is from an economically disadvantaged family or is a member of a group that has been subject to widespread discrimination. Black and Hispanic youth still have unemployment rates much higher than those of white youth and a far smaller proportion of each of these groups is employed; indeed, along both dimensions the position of black youth has been deteriorating. This is not to deny the progress that has occurred: the black youth who do have jobs are earning wages which are much closer to those of white youth than was true even a decade ago.

Another group that has faced substantial discrimination in the labor market is young women. The main problem for this group is occupational segregation: women start out with somewhat higher unemployment rates and lower wage rates than men of the same age, but in very different occupations; this is an important factor in the widening of the earnings gap that comes at later ages.

The reasons why some youth are especially likely to have problems in the labor market can be put into three categories: those associated with a lack of jobs; those that relate to the characteristics of youth themselves; and those that involve the mechanisms through which young job-seekers are matched with job vacancies. These causes interact, but it is useful, especially in developing policy, to attempt to distinguish among them.

Youth employment, especially minority youth employment, is particularly sensitive to the state of the economy; in a recession, their employment losses tend to be relatively greater than those incurred by older workers. But even in a period of strong demand, employers tend to place youth toward the back of the hiring queue. Legal and social floors on wage rates, as well as youth's own preferences, limit the degree to which youth can move ahead in the queue by offering to work for lower wages. An additional reason for their unfavorable position in the hiring queue is discrimination which is especially acute among minority youth. Another factor that contributes to youth unemployment is a growing imbalance between the types of jobs that employers need to fill and the qualifications of youth. Finally, the huge growth in the size of the youth labor force in recent years and, to a lesser extent, the growth in the number of women and undocumented workers, has also increased the competition for jobs.

Not all of the problem can be blamed on a lack of jobs. Whatever the number of available opportunities, youth would be in a better position to compete for them if they were better prepared for work. Their chances of success are reduced by a lack of basic reading, writing, and mathematical skills; poor credentials (e.g., lack of a high school diploma); unwillingness to accept the kinds of jobs for which they qualify; lack of initiative; and poor attitudes. Employers look to educational attainment and previous work experience as indicators of whether a job candidate will succeed. Minority youth, despite considerable progress in recent years, still are behind other youth in educational attainment, basic skills, and experience. Also, some are reluctant to take certain kinds of entry-level jobs for fear that they will never break out of that market; the experience of their parents provides a basis for these fears.

Finally, lack of knowledge of the world of work, how to look for work, and how to conduct oneself in a job interview are serious impediments for some youth. For youth whose families and friends do not participate in good job networks, finding work can be particularly difficult. One indicator of this is the substantially lower fraction of black than of white youth that move directly into a job without any intervening unemployment a factor that has contributed to the widening gap in their unemployment rates during the past decade.

While youth unemployment is high, there is a substantial drop in the unemployment rates of every race-sex group as they age, causing many to question the seriousness of the problem. Apart from the lost earnings and output that result when young people are out of work, why should society be especially concerned? While it is difficult to disentangle causality, there is growing evidence that nonemployment in the initial period after leaving school is an important cause of lower earnings as an adult--even after taking into account individual characteristics that may have contributed to both. The adverse psychological consequences appear to include loss of self-confidence, and lowered aspirations. A link between poor job prospects and the decision to participate in criminal activities also appears to exist, although the evidence is less well-developed in this case. Finally, there may be a link between poor labor market prospects and very early childbearing. If this link exists, it becomes all the more important to reduce unemployment, especially among young women, since teenage parenthood quite clearly leads to poverty, welfare dependency, and impaired life chances for these families.

B. Policy Development

Any new set of youth labor market policies should be based on a clear understanding of what it is that we are trying to accomplish and for whom. Once the goals and priorities are established, then the strategies for achieving the goals and the design of effective programs to implement the strategies can be considered. But without well-defined goals, it is difficult to tell whether a program is even working.

Two fundamental policy goals are relevant: the first is to provide immediate employment; the second is to provide experiences that will improve long-term employability. Present employment and training programs for youth largely emphasize the former, while education programs tend to emphasize the latter. The appropriate balance between the two goals will depend partly on the age and situation of the individual being served, but normally the focus should be on employability for the youngest age group with employment taking on increasing importance with age. In addition, a more gradual transition between education and work would be desirable.

Given limited resources, difficult decisions about who should be given priority in any new programs will need to be made. Young people are not the only ones who can benefit from labor market assistance and, among youth, there are likely to be many more with a reasonable claim than can be served. In a life cycle perspective, the choice is between helping tomorrow's adults now or waiting for them to age. In pursuing the employment goal, a case can be made for waiting, given the generally greater family responsibilities and productivity of older workers; however, the long-term consequences of not providing employment to jobless youth may argue in the other direction. In pursuing the employability goal, the case is stronger for helping people early in life--if they are mature enough to be helped.

In choosing among youth, three kinds of criteria should be considered, each of which may lead to a different targeting decision: putting the resources where they produce the greatest results; targeting on youth who are most in need; or using the resources to provide incentives for youth to behave in socially approved ways. One possible approach would be to first classify youth according to the kind of assistance which is most likely to be effective in meeting their needs, and then to target the assistance not only to those who are most in need but also to those who demonstrate a willingness to meet certain approved performance standards.

The options for increasing job opportunities include: macro-economic stimulation, targeted job creation, minimum wage reduction, anti-discrimination activities, and reducing the number of undocumented workers. While it is clear that macro-economic stimulation increases job opportunities for youth, and that without it all other policies simply reshuffle opportunities, by itself it will certainly not eliminate the relatively high rates of youth unemployment or the differentially poor prospects of minorities. Subsidized job creation and changes in the minimum wage are two additional ways of stimulating demand. Both involve reducing the costs of employing youth, with the former being more costly to the federal government, but probably more effective and acceptable. Vigorous enforcement of laws prohibiting discrimination against minorities and women continue to be needed, but it would be impractical and possibly counter-productive to extend coverage to all youth. Finally, although undocumented workers are probably in competition with some youth, it would be difficult to reduce their numbers without curbing civil liberties and jeopardizing our relationships with other countries.

The options for increasing the qualifications of youth and improving their ability to find employment follow directly from the earlier discussion of some of the causes of youth labor market problems. Improvement of basic educational competencies for those who have not mastered the three R's is critical, and will become all the more important as our economy becomes more technologically sophisticated and paper oriented. Specific skill training is less important since many skills can be learned on the job but early exposure to vocational training should be considered as a means of motivating the participants to stay in school and to acquire the more basic skills. Improvement in basic socialization and motivation for both education and work is acknowledged to be important for some youth. However, it is not clear what could be done by the federal government that would have a major impact.

The options for improving labor market transitions include: increasing young people's general knowledge of the world of work and of different career options; providing them with more specific information about job vacancies in their own labor markets; and teaching them how to search for and obtain employment. These activities are especially important for youth who have not been exposed to successful adult work patterns and who do not have access to good informal job networks.

C. Program Experiences

For a number of years the federal government has sponsored substantial education, employment, and training activities for youth, spanning all of the major strategies presented above. Any new directions for youth-oriented policies should build on the lessons from these programs' successes and failures.

Educational activities play a critical role in the employability development of young people. During the past decade and a half, the federal government's role in supporting education has sharply increased. There are three types of educational programs which are particularly important in helping to make youth more employable: vocational, career, and compensatory education. (It is recognized, of course, that this is only one of several goals for these programs.)

The potential role of vocational education in this regard is to provide skills which will give the participants access to particular jobs and/or to motivate youth to stay in school and acquire basic skills, work habits, and a diploma. The state of the art in program evaluation precludes definitive assessments about this or any of the other programs reviewed. But it appears that, on average, vocational education improves the immediate employment prospects of its graduates by only a small amount. For young men, there is no lasting impact on their employment stability or earnings. For young women, there do appear to be long-term positive impacts, related particularly to the acquisition of clerical skills.

Career education is a much smaller and newer program. It encompasses a variety of activities to expose students to the world of work and work values and to make their education more relevant to their career development. Thus far, career education has mainly benefited middle class youth. Itr potential for helping disadvantaged youth appears limited.

Major federal involvement in compensatory education began with Title I of the Elementary and Secondary Education Act of 1965. Since the youth who participate in these programs are mostly very young, we cannot observe a direct link between compensatory education and success in the labor market, but we can ask if cognitive skills are being increased as a result of the programs. The answer appears to be yes. Recent evaluations of Title I indicate that educationally disadvantaged youth are, on average, gaining in reading skills as a result of the programs being sponsored with these funds. An important issue, which is now being studied by the Office of Education, is whether these positive impacts are sustained beyond the students' participation in the compensatory program.

Federally-sponsored employment and training programs for disadvantaged youth encompass a wide range of activities, from short-term work experience programs to intensive training and other services in residential centers (the Job Corps). In addition, the enactment of the Youth Employment and Demonstration Projects Act (YEDPA) in 1977 introduced several new program initiatives, which are currently being operated and assessed.

Evaluations of job creation programs for youth--the largest program being the one for employing youth during the summer--indicate that they have been successful in increasing the employment levels of youth beyond what they otherwise would have been. Their primary goal has not been to develop the participants' employability, and the assessments indicate that little, if any, employability development has occurred. One premise of earlier work experience programs funded as part of the Neighborhood Youth Corps was that the provision of jobs would enable more disadvantaged youth to stay in school; this appears not to have occurred. The new Youth Incentive Entitlement Pilot Projects, authorized under YEDPA, have the same objective. In fact, this program explicitly links job entitlement to school attendance and performance, but it is too early to tell whether this strategy is succeeding.

Training activities (e.g., institutional skills training, on-the-job training, and the Job Corps) are intended to improve the employability and earnings of participants, most of whom are economically disadvantaged. Although the methodological problems in measuring the long-term impacts of such programs are severe, it appears that, in general, the programs have succeeded, although success varies with the quality of the training, equipment, supportive services, and job placement assistance provided.

The Job Corps, which tends to enroll the most seriously disadvantaged of any of the major employment and training programs, appears to produce significant earnings gains, more employment, and less crime among those participants who stay in the program for a sufficient period of time; for early dropouts, the program does not provide any measurable benefits. This link between program duration and benefits is also found in other training programs.

From this review of employment and training programs, it appears that it is relatively easy to provide employment for youth, but much more difficult and expensive to improve their employability. The activities that succeed tend to be costly. It is simply not reasonable to expect that problems which may have been accumulating over many years can be eliminated easily.

Recognizing that our knowledge is imperfect, the Congress passed the Youth Employment and Demonstration Projects Act in 1977 for the purpose of obtaining a better understanding of the problems youth face and ways to ameliorate them. In the ensuing two years, we have made strides in understanding better the complex forces at work.

The next generation of youth employment policies will have to build on a still imperfect knowledge base. However, it is our hope that, based on what we have learned, policies for the 1980s will be crafted with the care and wisdom that will not only allow ur to put our youth to work, but also contribute to a permanent improvement in the lives of those who have been scarred by poverty and discrimination.

* * *

BLACK YOUTH UNEMPLOYMENT AND EMPLOYMENT IN THE 1970'S

by George Iden*

INTRODUCTION

The unemployment situation of black youths grew markedly worse in the 1970's. For black teenagers, ages 16 to 19, this continued a long-term trend extending back to the 1960's and 1950's. But for older black male youths, ages 20 to 24, unemployment began a secular increase in the 1970's. While some improvement in black youth unemployment occurred in 1978 and the first half of 1979, it did not make up for the deterioration that occurred before 1978.

Two longer term factors are taking on increased importance. First, black youths are particularly victimized by the generally loose labor market of the 1970's, and the near term prospect is for a loose labor market in the early 1980's as well. Second, while school enrollment rates for black youths have increased substantially, black students seem to be having a particularly difficult time in obtaining part-time jobs. This, in turn, represents a loss of income and may exacerbate future employment difficulties.

More recently, since early 1978, the black youth employment situation showed some modest improvement because labor markets tightened and because youth employment programs were expanded--particularly under the Youth Employment and Demonstration Projects Act of 1977. These gains, however, were not enough to restore the losses sustained earlier in the decade.

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* Congressional Budget Office, Washington, D.C. The views expressed in this paper are my own and do not necessarily reflect the views of the Congressional Budget Office or of its staff. Antoinette Gibbons provided research assistance for the paper and Debra Blagburn typed it.

A dual situation seems to characterize the experience of black youths in the labor market in the 1970's. On the one hand, wages of black youths are very close to those of white youths. 1/ In addition, some recent research indicates rapid progress during the 1960's and 1970's in closing the earnings gap and occupational gap between white and black youths. 2/ But on the other hand, an examination of employment and unemployment indicators suggests just the opposite: Differentials between blacks and whites in unemployment and employment seem to be widening. Thus, it may be becoming increasingly difficult for a growing proportion of black youths to get jobs at the same time a growing proportion may be getting better jobs.

This paper focuses on employment and unemployment indicators. Special attention is devoted to 1978 and the first two quarters of 1979 because youth employment programs were expanded during this period and

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1/ For example, median hourly earnings were $2.48 and $2.40 for white and black teenage males, respectively. See U.S. Bureau of Labor Statistics, Weekly and Hourly Earnings Data, Special Report 195 (1977).

2/ See for example, Richard B. Freeman, "Time Series Evidence on Black Economic Progress: Shifts in Demand or in Supply?" Harvard Institute of Economic Research, Discussion Paper No. 632 (July 1978).

because it marked the peak of the business cycle. Thus, 1978 represented a benchmark for indicating the scope of black youth employment problems when conditions were relatively favorable.

This paper has three parts. In Part I, trends in black youth unemployment and employment during the 1970's are examined, with emphasis on the period since 1977. Part II emphasizes the impact of increasing school enrollment for black youths coupled with extremely low labor force participation rates of young black students. Part III summarizes principal conclusions and discusses policy implications. [3]

I. TRENDS IN UNEMPLOYMENT AND EMPLOYMENT

Developments in the Labor Market Described

In analyzing the labor market situation of black youths it is important to focus on employment-to-population ratios as well as unemployment rates because a large proportion of black youths are not actively seeking a job and therefore are not counted as unemployed. For example, in 1978 the number of unemployed black teenagers was about 381,000. But if the labor force participation rate had been the same for black teenagers as for white teenagers, there would have been about 500,000 more black teenagers in the labor force. In addition, youth labor force participation rates tend to decline during recessions and to increse during business expansions. Thus, changes in unemployment rates understate both the deterioration in the youth labor market during recessions and the improvement during recoveries. To cite a recent case in point: The unemployment rate of black teenagers in 1978 was about the same as in 1975--the worst recession year--but the employment-to-population ratio showed significant improvement.

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[3] Throughout the paper, statistics cited for "black" youths will pertain to "black and other nonwhite" individuals. The main reason for this is to permit comparisons with earlier periods for which data are unavailable for blacks by themselves. The second reason is for consistency.

Trends in unemployment rates and employment-to-population ratios for black and white teenagers for the 1970's are summarized in Figure 1 and Table 1. The most striking thing about this summary is that unemployment and employment indicators for black teenagers seldom improved and frequently got worse, while that was not the case for white teenagers. For example, in the recovery from the 1973-75 recession, the black teenage unemployment rate was actually higher in 1977 than in 1975; and it was not until 1978, that the black teenage unemployment rate declined noticeably. By contrast, the unemployment rate for white teenagers had declined several percentage points by 1977 and by 1978 it came quite close to the level of 1973.

An examination of the experience in the 1973-75 recession and previous recessions since 1954 suggests that teenage employment--and black teenage employment in particular--is much more affected by the business cycle than overall employment. In addition, the employment of black teenagers continues to fall or fails to rise for several quarters after recovery begins. In the 1975-78 expansion, black teenage employment showed no growth in the first two years.

Unemployment and employment indicators for older black youths, ages 20 to 24, are summarized in Figure 2 and Table 2 for the period since 1970. These age groups, also, are disproportionately affected by the business cycle. However, the most important characteristic of these data is the long-term increase in the unemployment rate and decline in the employment-to-population ratio for older black male youths.

Location

The data in Tables 3 and 4 on employment and unemployment of black youths in 1978 show that employment problems for black youths are especially severe in low income areas of large cities, particularly older cities along the Atlantic coast and in the industrial Midwest. Comparisons of unemployment rates for poverty and nonpoverty areas understate the true differences in labor market status

FIGURE 1. TEENAGE UNEMPLOYMENT RATES (AGES 16 TO 19), BY RACE, QUARTERLY DATA, 1960:1 TO 1979:2

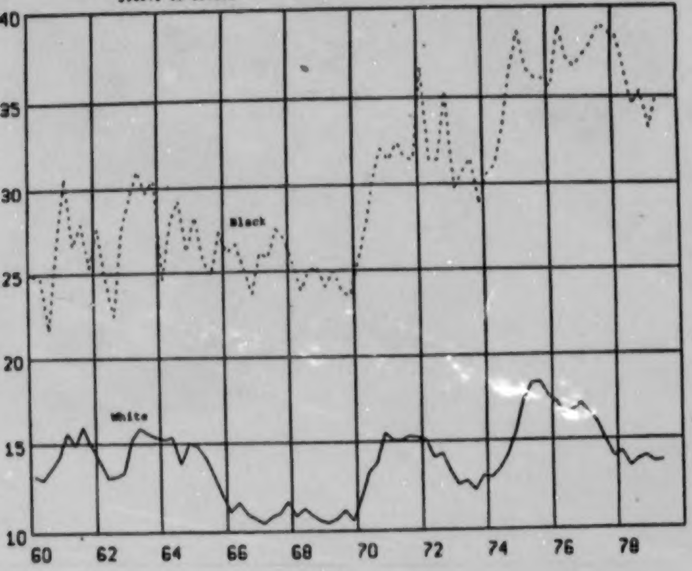

FIGURE 2. UNEMPLOYMENT RATES OF YOUTHS AGES 20 TO 24, BY RACE AND SEX, ANNUAL DATA, 1960 TO 1978

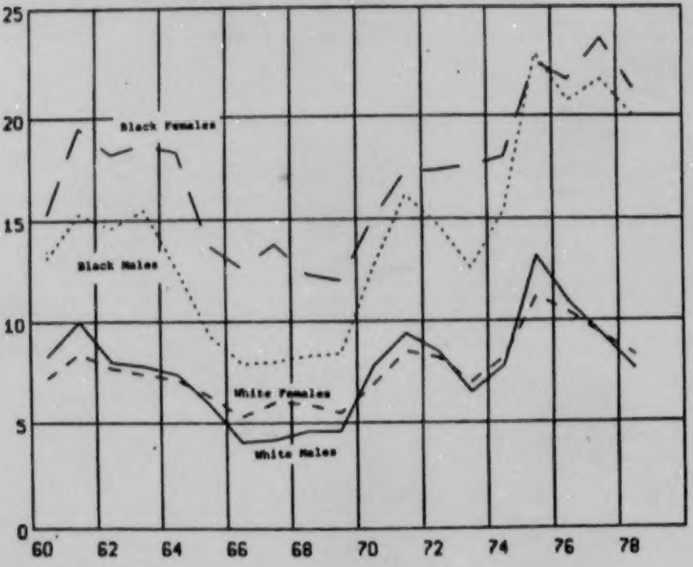

Table 1. EMPLOYMENT INDICATORS FOR TEENAGERS (AGES 16 TO 19) BY RACE, SELECTED YEARS 1970 TO 1978 AND FIRST TWO QUARTERS OF 1979

	1970	1973	1975	1977	1978	1979:1	1979:2
Unemployment Rate (percent)							
Black	29.1	30.2	36.9	38.3	36.3	33.3	35.2
White	13.5	12.6	17.9	15.4	13.9	13.6	13.7
Employment-to-Population Ratio (percent) a/							
Black	28.9	28.0	24.6	23.7	26.5	28.2	26.9
White	44.5	49.0	46.6	50.2	52.5	53.5	52.5
Labor Force Participation Rate (percent) b/							
Black	40.5	40.2	39.0	38.3	41.6	42.3	41.5
White	51.5	56.0	56.7	59.4	61.0	61.9	60.8

a/ Civilian employment as a percent of the civilian noninstitutional population.

b/ Civilian labor force as a percent of the civilian noninstitutional population.

Source: U.S. Bureau of Labor Statistics.

Table 2. EMPLOYMENT INDICATORS FOR BLACK YOUTHS, AGES 20 TO 24, SELECTED YEARS, 1970 TO 1978

	1970	1973	1975	1977	1978
Unemployment Rate (percent)					
Males	12.6	12.6	22.9	21.7	20.0
Females	15.0	17.6	22.5	23.6	21.3
Employment-to-Population Ratio (percent) a/					
Males	73.0	71.5	60.4	61.2	62.4
Females	49.0	47.4	43.6	45.4	49.4
Labor Force Participation Rate (percent) b/					
Males	83.5	81.8	78.4	78.2	78.0
Females	57.7	57.5	56.2	59.4	62.8

a/ Civilian employment as a percent of the civilian noninstitutional population.

b/ Civilian labor force as a percent of the civilian noninstitutional population.

Source: U.S. Bureau of Labor Statistics.

Table 3. LABOR MARKET SITUATION OF BLACK TEENAGERS BY POVERTY AND NON-POVERTY AREAS, 1978

Type of Area	Unemployment Rate (percent)	Employment: Population Ratio (percent)	Labor Force Participation (percent)
Central City	39.4	24.3	40.1
Poverty	43.0	22.1	38.8
Nonpoverty	36.4	26.3	41.3
Suburbs	33.0	30.0	44.9
Poverty	42.2	22.7	39.9
Nonpoverty	30.3	32.3	46.5
Nonmetropolitan	33.2	28.3	42.1
Poverty	33.4	25.8	38.6
Nonpoverty	32.6	33.6	49.6
Memo:			
Large Cities*	38.4	24.3	39.4
Poverty	43.4	20.2	35.5
Nonpoverty	35.7	27.0	41.9
Total U.S.			
black teenagers	36.3	26.5	41.6
white teenagers	13.9	52.5	61.0

*Metropolitan areas with population of at least 1 million.

Source: U.S. Bureau of Labor Statistics, unpublished data.

Table 4. LABOR MARKET SITUATION OF BLACK TEENAGERS IN 11 LARGE CENTRAL CITIES*

City	Unemployment Rate (percent)	Employment: Population Ratio (percent)	Labor Force Participation (percent)
New York	32.6	16.8	25.4
Philadelphia	48.5	18.3	36.7
Chicago	44.6	16.5	30.1
Detroit	53.2	20.8	43.4
San Francisco	30.0	35.1	48.6
Washington, D.C.	45.6	20.6	38.2
Pittsburgh	41.4	25.0	37.5
St. Louis	51.4	17.4	34.8
Baltimore	48.7	20.5	40.9
Cleveland	50.7	18.2	31.8
Houston	32.1	30.0	42.5
Memo:			
30 Largest Central Cities	39.6	22.2	36.8
Total U.S. (black teenagers)	36.3	26.5	41.6

* These estimates are based on a national survey (Current Population Survey). The sample sizes for individual cities are very small, and therefore the estimates are subject to large errors.

Source: U.S. Bureau of Labor Statistic, unpublished data.

because labor force participation rates are significantly higher in non-poverty areas. Nevertheless, huge gaps in employment status exist between white and black youths regardless of location.

Trend-Cycle Analysis

Statistical analysis of youth unemployment rates for the 1954 to 1978 period indicates that unemployment continued to increase during the 1970's in the case of black teenagers but began a secular increase in the case of black male youths ages 20 to 24. Significantly, there is no evidence of a time trend in the unemployment rates of white males ages 20 to 24. 4/

The demographic bulge has generally been emphasized as an important cause of the increase in teenage unemployment rates in the 1960's. Additional factors such as location, discrimination, inadequate education, and changing characteristics of jobs have been emphasized as causes for the increase in black teenage unemployment. But why the increase in unemployment rates of black males ages 20 to 24, beginning about 1970? The reasons may include the following:

4/ Multiple regression was used to analyze annual data. The unemployment rate for the particular age-race-sex group was the dependent variable, and independent variables were the unemployment rate for males ages 25 to 54 (as a proxy for aggregate labor market conditions) and two time trend variables: T_1 throughout the period and T_2 begining in 1970. Key attention was on the sign and statistical significance of the coefficient for T_2.

- The slack labor market for entry-level workers in general during the decade--a condition exacerbated by the bulge in the population size of this age group, the end of rising school enrollment rates for white youths, and increases in labor force participation rates of women;
- The decline in the size of the military by about 1 million men in the under age 25 group between the late 1960's and the early 1970's;
- The declining proportion of young black males with family responsibilities;
- Changing requirements for entry-level jobs,
- The cumulation of more than a decade of very high unemployment for black teenagers--a longer-term implication of high teenage unemployment.

It may be that labor market indicators would have deteriorated for young black males ages 20 to 24 years in the 1960's, if it had not been for the manpower requirements of the Vietnam War and the exceptionally tight labor market of the 1965-69 period. Probably changing family responsibilities over time also played some role. For example, between 1973 and 1978, the proportion of young black males in the labor force (ages 20 to 24) who were married living with spouse declined from almost 40 percent to about 25 percent. If marital arrangements had been the same in 1978 as in 1973 and unemployment differentials among marital groups remained the same, the unemployment rate for the group would have been about 1 3/4 percentage points lower. However, marital arrangements may be related to unemployment conditions, so that causation runs both ways. In any case, the proportion of young white males married living with spouse also declined during this period but without an increasing trend in unemployment.

Teenage employment-to-population ratios by race were analyzed statistically for the period 1954:1 through 1979:2. 5/ The results confirm that youth employment is very sensitive to overall labor market conditions. But in addition, they indicate a larger response in youth employment rates to labor market tightening when the unemployment rate for the prime age male group (ages 25-54) was below the postwar average than when it was above the average. That is, the black teenage employment-to-population ratio did not increase significantly until the unemployment rate for prime age males got below 3.4 percent--the average for the postwar period. After the unemployment rate for prime age males declined to the average for the postward period, further tightening of the labor market seemed to cause a marked improvement. However in the 1970's the unemployment rate for males ages 25 to 54 seldom declined below the postwar average of 3.4 percent.

The time trends for the two racial groups were of opposite sign, suggesting an increase in the employment ratio of about 1 percentage point per year (over 4 quarters) for whites but a decrease of about one-half percentage point per year for blacks.

5/ More detail on this analysis is available from the author.

II. LABOR FORCE PARTICIPATION RATES AND SCHOOL STATUS

The racial gap in labor force participation rates for youths is much larger for students than for non-students. In October 1977, the labor force participation rate for white teenagers in school was 22.5 percentage points higher than the comparable rate for black teenagers, while 13.3 percent for the out of school group. (See Table 5).

In the early part of the decade, school enrollment rates were higher for white teenagers than black teenagers, but by the end of the decade the situation had been reversed. Since school enrollment rates have increased substantially for black youths and decreased for most groups of white youths this aspect "explains" an important part of the widening racial gaps in labor force participation rates and employment to population ratios. While the gains in school enrollment rates for black youths are impressive, one of the reasons for the high school enrollment rates is that black youths tend to finish high school at older ages than white youths. Furthermore, poor alternatives in the job market may be a factor behind rising school enrollment rates for black youths.

Why are labor force participation rates so much lower for black teenagers in school compared with their white counterparts? One basic

Table 5. LABOR FORCE PARTICIPATION RATES (LFP) AND SCHOOL ENROLLMENT RATES OF YOUTHS BY RACE, 1970 AND 1977

	LFP, Youth Enrolled in School		LFP, Youth Not in School		School Enrollment Rate (Percent)	
	1970	1977	1970	1977	1970	1977
Males						
Ages 16-19						
Black	26.2	27.6	72.3	77.7	66.6	74.0
White	41.5	49.4	87.3	90.5	75.4	69.1
Ages 20-24						
Black	41.3	43.7	90.5	88.8	18.1	27.5
White	52.1	55.7	95.3	95.7	30.9	25.7
Females						
Ages 16-19						
Black	22.3	21.9	50.7	56.9	64.1	68.4
White	36.7	45.1	61.4	69.3	66.1	65.2
Ages 20-24						
Black	38.9	40.6	60.7	64.6	13.0	21.2
White	51.9	59.2	59.9	70.8	15.5	19.8

Source: U.S. Bureau of Labor Statistics, Students, Graduates and Dropouts in the Labor Market, October 1977, Special Labor Force Report 215 (1978), and earlier reports on the October survey as well as unpublished data.

reason is that there are simply many more students looking for part-time jobs than part-time jobs available, so the jobs are rationed. The most advantaged students tend to get the jobs. Parental connections may be especially important in securing part-time jobs for students. The minimum wage may exacerbate the employment difficulties of black students by reducing the number of jobs available. Discrimination also plays a role, particularly since employers are faced with a situation in which there are many more job seekers than jobs and the minimum pay is set by law. Finally, location may play a role since part-time jobs for students are concentrated in retail trade 6/ and that sector is in general not prosperous in large central cities where many black youths are located.

Some observers argue that labor market experience for youths in school is of little consequence and that public resources should be concentrated on youths who are "out of school and out of work." While that group may well be more disadvantaged than the in-school group, it is also true that job experience while in school seems to help

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6/ In October 1978, about one-half of all employed teenagers who were enrolled in school were employed in wholesale and retail trade.

youths get their first job after leaving school. 7/ Moreover, recent black high school graduates tend to have extremely high unemployment rates. The survey for October 1978 indicated an unemployment rate of approximately 40 percent for recent black high school graduates, compared with 10 percent for recent white graduates. Thus, lack of job experience and lack of knowledge about the labor market may be part of the explanation for the difficulty of black youths in obtaining post-school employment. 8/

III. CONCLUSIONS AND POLICY DISCUSSION

The results of this paper are not very encouraging about either black youth unemployment and employment in the 1970s or the outlook for the early 1980s. In general, black youth unemployment continued to get worse in the 1970s. While some improvement took place beginning in 1978, it was not enough to make up for losses in the first seven years

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7/ See Stanley P. Stephenson, Jr., "The Transition From School to Work With Job Search Implications," in Conference Report on Youth Unemployment: Its Measurement and Meaning, U.S. Department of Labor (1978).

8/ Several researchers have documented that youths from lower socio-economic groups score low on knowledge of the labor market. Moreover, their perceptions about the labor market tend to be exaggerated or distorted. See James Colemen in The Teenage Unemployment Problem: What are the Options, Congressional Budget Office, 1977.

of the decade. In 1978, the black youth unemployment rate remained above 40 percent in central city poverty areas and above 30 percent in suburban and rural areas.

One of the most troublesome conclusions of this paper--aside from the secular increase in black youth unemployment--is that the black teenage employment rate (employment as a percent of population) is not very responsive to labor market tightening when there is considerable slack in labor markets. Unfortunately, we seem to be in an era of loose labor markets--partly as a result of an inflationary environment and partly as a result of very rapid growth in the labor force. Some individuals believe that unemployment in 1978 was at its lowest noninflationary level, and yet the unemployment rate of males age 25 to 54 was very close to its average for the postwar period--not its average for business cycle peaks. Moreover, most recent forecasts show overall unemployment rising from its 1978 level and from its current (August 1979) level of about 6 percent to 7 or 8 percent in 1980. In sum, the gains in black youth employment since 1978 seem likely to be only temporary, given the outlook for a weaker economy and the adverse trend in the labor market for black youths during much of the 1970's.

In the area of structural employment policy, the direct effect of the increase in youth employment programs has already been felt, unless there is a further increase in the scale of these programs. The only major recent policy innovation that has not yet been phased in is the targeted jobs tax credit passed in 1978. It remains to be seen, however, whether or not the jobs tax credit will be an effective policy instrument.

The case for doing more to reverse the trends in black youth employment and unemployment includes the following: The extreme concentration of serious youth employment problems--geographic and racial--has especially serious implications because the present high unemployment environment does not encourage productive or socially constructive behavior. The problems seem to be getting worse with time--not better--and there is some evidence to suggest that the employment problems experienced by teenagers become employment problems of young adults. Moreover, focussing attention on black youth unemployment seems to be one of the most promising measures to reduce unemployment without making inflation worse.

Current youth employment programs and the targeted jobs tax credit are quite focused on lower-income individuals and therefore to a considerable extent on black youths. But given scarce resources, to do very much about black youth employment problems would require careful targeting of additional resources on poverty areas of large cities.

Finally, the emphasis in this paper on the very low employment rates for black students suggests that there is a need for employment policies to serve low-income youths in school as well as those out of school and out of work. Several of the policy instruments for this kind of initiative are already in place, for example the provisions in Title IV of CETA designed to encourage cooperation between the local school systems and CETA and the targeted jobs tax credit. However, these kinds of policies may be especially difficult to implement successfully because they require a high degree of commitment and cooperation.

SHORT TERM AND LONG RANGE STRATEGIES RELATED TO YOUTH UNEMPLOYMENT AND ITS ROOT CAUSES

A Staff Paper
New York City Youth Board
100 Church Street
New York, New York 10007

September 28, 1979

SHORT TERM AND LONG RANGE STRATEGIES RELATED TO YOUTH UNEMPLOYMENT AND ITS ROOT CAUSES

The New York City Youth Board is the mayoral agency mandated to recommend policy for services to the City's youth. Its' concern is for the present school age children 7-20 years old, estimated at 1,648,000 in New York City most of whom will feel the impact of planning for youth employment and vocational services in the next decade.

The Youth Board and its youth bureau staff place advocacy for clear governmental policy and program implementation concerning youth employment high on its list of priority issues. The "Board" proceeds from a concern for youth as a population which normally is confronted by a mix of economic social and developmental needs, of which eventual employment and adult economic responsibilities are only one part, but one which is dependent upon many others to be successfully attained.

Therefore, when faced with a local and national problem of growing youth unemployment, we are pressed to examine the circumstances within a total context of youth needs to proceed toward solutions which reflect the seriousness of the impact of the case presented by the ever growing statistics.

The Youth Board funds youth development and delinquency prevention programs and focuses its attention on all aspects of youth development and the social milieu surrounding youth. The intent is to become involved when there is need for community support for youth and their families. The efforts are directed at strengthening the possibility of young people succeeding to reach positive developmental goals and become contributing members of their community. When the social milieu presents damaging pressures beyond the control of the individuals and their families ability to cope, the Youth Board supports advocacy efforts on all levels towards change to alleviate stress. Community service agencies are involved in contracted programs to assist in lessening stress and reversing trends which might result in continued and increased delinquency on the part of youth.

Vocational development and the contributions of a positive work experience are valued by the community as a strong tool in assuring survival strength for youth and their families. Such resources are also, often, the entrance mechanism for youth to become active participants in positively influencing the development of the life of their communities and community continuity through strong future families.

The experience of our contracting agencies often indicates a total absence of resources locally to support vocational preparation and work experience for youth 14 to 21 years of age. The expectation has most often been placed upon the education system and limited short term governmental programs to meet this need. In New York City, the education system is in such stress that it has difficulty meeting basic education needs. Truancy statistics indicate that of the 947,000 school population there were 200,000 daily absences of which 100,000 are considered hard core truants. The New York City systems most recent ethnic survey taken in October 1978 shows 71 percent of the pupils to be Black, Hispanic and Asian and 29% White. (New York Times, Monday, September 10, 1979)"52% of the students registered as sophomores in the City's academic high schools 3 years ago, never graduated. The dropout rate among minority students is even greater". Such data helps to focus on which youth are most effected by lack of community supports.

The "Who" of the current youth unemployment problem also gives some clues to other aspects of the problem. The Employment and Training Report of the President (1979) states that youth 16-25, mainly from minority racial and ethnic groups constitute almost 50% of the unemployed population in the U.S.A. It is evident that racial factors are being brought to bear on circumstances; producing a disproportionate impact of our national economic problem of inflation and unemployment on racial and ethnic minorities who constitute a significantly smaller part of the potential labor force. Along with the nations growing awareness of the problem comes an assumption that because this group of youth has become identified as unemployed, employment is the answer. The economic alternatives available to non-minority youth in preparation for adult life often keep them from becoming a part of the statistics.

Racial, economic and social inequality exist side by side in the American Society; and are often determinants of what the statistics tell us about present youth unemployment. The existance of these factors side by side serves to create a social milieu in which youth (mainly minority youth) can and are being cut off from entrance into the mainstream of American life by not allowing equal individual access to stable family economics, early education, vocational information, resources (monetary and otherwise) skills and power to participate as economically viable persons. The emphasis directed at the nation during the 1950's and 60's on equality of opportunity for youth, in support of our liberal, legal and political tradition of ideals of justice, individual freedom and equality, has not been supported successfully. More often than not from that time to now economic aspects of our thinking have disproportionately influenced legislative decision making, giving the importance to property over persons, which leads to lessened concern for equality and balance of access to property.

Some balance needs to be reached. It is apparent that inflationary economic trends have produced panic responses among Americans, to protect their earnings and property and/or acquire more as a stake against diminishing worth. Those who are locked into fixed earnings or have lost their place press to return to work or to hold their place often working to exclude others or to dislodge those less capable to obtain employment at levels previously not their preference. The situation becomes exceedingly competitive and almost impossible for youth attempting to make their first steps into the job market. Youth who are inadequately prepared face no options for work with the only alternatives being participation in crime or subculture activities which are not totally legal and tend to be exploitive; and/or possibly governmental welfare subsidy which can perpetuate generational dependence. In all these alternatives the governmental bill is high. The current governmental allocations to meet rehabilitative needs do not begin to touch the depth of the problem.

So, the factors involved in the roots of youth unemployment - such as tight job markets because of inflationary trends, racial, social and economic inequality as relates to family economic stability, education resources, lack of vocational and skills training, supports needed at appropriate points in youth development, serve to paint a rather bleak picture.

The solutions demanded by such circumstances must be comprehensive and long range. Future planning and monetary resources must be assured overtime in order to attack the immediate problem and ultimately establish a preventive social and economic milieu which will respond to making equal access to the world of work realistic. Equal access demands equal education, a median level of independent economic stability for families, choice in vocational preparation and development of job skills, access to entrance into the private sector.

As competition is the watchword of the American market place government holds a responsibility to advocate for removal of the greatest number of basic inequities for individuals, to allow for competition. Such a governmental role may appear at points to be preferential but if broad federal programs are put in place from a common base realistically prescribing guidelines, then some progress might be seen in reversal of a trend toward exclusion of certain significant populations in the nation's economy. Eventually there may also be a shift in the need for heavy federal spending in areas of re-habilitation, re-socialization, problem containment, welfare dependency, etc.

The following are approaches suggested as possible methods for reaching the pressing short term needs and some long range plans which might begin to reverse a process which at this point youth advocates see as seriously destructive to significant aspects of the American social future. The youth of thw nation are the future. The two recommendations reflect a deep interest in encouraging community participation, family involvement in decision making about the future of their children, advocacy for youth in general and encouragement of greater equality of opportunity for minority youth.

Short Range

- That large allocations of funds be provided for rehabilitative programs in education, vocational preparation, and skills training for youth 17-21 who are school dropouts, coupled with stipends to poor youth during the process of preparation for employment or advanced education. Such allocations to continue over a period of five years at a minimum, to have programs in place to meet the needs of a population which will not disappear rapidly, and which demands sustained support of the individual towards attaining a productive status.

- These programs to have mandated input from the unions and the private sector in the training and education cirriculum so that relevant job placement or future education may result.

- That coordination between federal agencies be encouraged in the design of such programs so that resources can be brought to bear which can allow mutual community needs to be met eg. a coordinated plan with HEW, HUD, DOE to effect housing, local community rehabilitation,youth skills development, union apprenticeship, future employment in construction, home energy conservation, housing assistance to the aging; increased employment for skilled adults; curriculum enrichment for local public vocational schools.

- That funds for such a program be seperate from and not effected by individual involvement in the welfare system.

Long Range:

- That funds be made available to families through local non-profit community services to provide for vocational preparation of youth 12 to 18 years old through education enrichment, counseling and vocational information. That such programs be mandated to plan with individuals and families for as long as a five year period, if necessary, to complete delivery of a total service.

- That funding be made available for paid work experience programs, tied to an individual plan for vocational preparation, both during school periods and summers.

- That such programs must make links with whatever system provides the basic education for the child towards strengthening that relationship, but not necessarily be a part of that system.

- That there be an outreach philosophy to families in local communities to encourage the use of this opportunity.

- That where ever possible such a service be linked to other youth directed services to enrich the efforts of each.

- That such a service have priority placement in governmentally funded skills training programs and priority access to governmental programs of subsidy to higher education.

- That funds for such a service be separate from and not effected by individual involvement in the welfare system.

In both short term and long term strategies it is recommended that accountability as to service populations in greatest need be given first priority.

In final comment, it is felt that further exploration is needed of the relationship of the youth un-employment problem (among others) to the federal welfare system especially as it effects the unrecorded unemployed youth many of whom are young parents and many young females who have never been given the opportunity to see themselves as productive economic participants. And finally, an examination of the public education system as the only alternative for certain members of the population and its effect on youth unemployment, with the possibility of creating other choices which can allow publicly supported alternative education for youth in economicly limited families.

STATEMENT PREPARED FOR THE
SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION
AND THE
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES
OF THE HOUSE OF REPRESENTATIVES
CONGRESS OF THE UNITED STATES

BY
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1453 MISSION STREET
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Causes of Youth Unemployment

Youth unemployment certainly has many causes, and I am sure the Congress has heard of them all. The youth unemployment rate is reflecting the end of the draft; young people who would, in the Vietnam period, have stayed in school or fled to Canada are now in the ranks of the unemployed. Dropping college enrollments reflect this, as well.

The presence of the underground economy is a substantial factor; so is the disenchantment of the young, educated idealists with the commercialism of middle-class society. We have a substantial population of youths who have elected to stay unemployed, or underemployed, for one of these two reasons.

The decline of the work ethic is a factor too, and related to the welfare syndrome - the belief by some that all persons are entitled to support whether or not they work.

Clearly, the low literacy levels of students coming out of many of the public schools is a serious factor. High school graduates frequently fail reading and math tests at the 5th grade level. I am not sure, though, that this is basically the fault of the schools.

It is my feeling we have developed a social setting which "justifies" young people not learning. I have a handful of essays from young people now in remedial programs, saying "the schools didn't teach us". But the schools do succeed in teaching many motivated young people whose cultures, and whose parents, require them to learn.

Perhaps the breakdown of families, the public identification of youths as living in "ghettos", the widespread postulation that "the schools are no damn good" have built us into a self-fulfilling prophecy of failure, advertising in advance to the disadvantaged youths and ghettos dwellers that they are not expected to succeed.

I am sorry that I don't know the answer to the youth unemployment problem - and specifically the answer to the Black youth unemployment. But in my community I see a difference in the social structure and family commitment to education between our immigrant families and most of the ghetto poor, of all racial and ethnic groups. Many of those immigrant youths, even with limited English skills, but pushed by families committed to getting ahead in the free world, do manage to get an education in our public schools. I cannot help but feel much of the difference lies in the family commitment, the motivation of the youth and parents alike, and the social community in which one lives.

In my opinion the really core problem, and the one we know least how to correct, is that of the youth who comes into the labor force not prepared socially, by language, or by standards of dress and behavior, to conform to middle-class standards which prevail in private industry. The young adult who has grown up speaking ghetto English and who has not learned to speak middle-class English-as-a-Second-Language will remain a candidate only for low skill jobs, out of sight in the warehouse (if he is lucky). And he will speak straight ghetto if he is raised by a parent or a baby sitter who speaks only ghetto; he will dress as his peers dress in his social structure, adopt their standards of behavior and performance. Frequently his standards simply do not "fit the expectations" of the employer community. There is no "conforming" role model, and with very few exceptions we have made no effort to develop one.

Ranking high among the causes of youth unemployment, I am sure, is the high cost of hiring inexperienced young persons at the legal minimum wage. I very much doubt that the new Targeted Jobs Tax Credit in itself will offer enough incentive to offset the cost of payrolling an individual, while also training that youth in the essentials of the job and standard work attitudes and procedures. And, there has been much concern over the impact of the escalating minimum wage.

Needed remediation

I would like to see our society make available to every out-of-school young adult the opportunity to qualify for and obtain a job. And I would like to see the school system turning out youths prepared to accept that opportunity.

To prepare these youths would, in my opinion, require:

1. A commitment on the part of the youth (and specifically the out-of-school youth) to invest his time and energy, and to make a personal investment in this effort.
2. Providing remedial education, literacy training, English language instruction, occupational training - the whole range of preparation, work experience, or on-job-training.
3. Where possible, commitment to support the effort from family members, to encourage continuing effort on the youth's part.
4. Development and expansion of a community attitude now surfacing, shown in the "Push for excellence" in some parts of the national Black community, and recent expressions before our citizen advisory group recognizing the need for this kind of special corrective action for many young people.

5. Enough money per youth served to provide the full range of preparatory services, as long as that youth carries his share of the responsibility, and support is needed. If there are limits to the funds, limit the number to be served, rather than the dollars or time available for each youth.

Legislative approach

1. A single piece of CETA legislation, to provide for serving "people". While the Congress may want to set a lower limit on services to youths (as a percent of available funds), and possibly also a minimum commitment of funding for in-school programs, a single utilization plan should be designed locally.*

   (As we now have CETA, in San Francisco 51% of all youths being served are under Title IIB, 27% under IVA-YETP, 5% under IVA-YCCIP, 1% under two separate STIP grants, 14% under the Public Service Employment Titles. Each requires separate planning and a proposal approved by DOL, separate documentation through the life of the grant. These separate accountings do nothing for the youths. They do add to the management difficulties of planning, documentation, reporting, evaluation, accounting, and end-of-grant auditing. They chew up our Administrative funds to no purpose, and lead to double-counting of services given, as well.)
2. Single responsible agency

   This extensive effort for youths should, in my opinion, be built into the CETA program, since the Prime Sponsor system provides for direct local planning, evaluation and control, and permits the fastest and most direct communication with the community. Nevertheless there should also be provision for:

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* - Including summer youth employment program.

(1) Sub-granting the services to in-school youths to schools, both public and private, under Prime Sponsor guidance; and

(2) Maximum utilization by CETA of the resources of available post-secondary schools; and

(3) Sub-granting by the Prime Sponsor to the public employment service job placement responsibility once the youth is ready for entry into unsubsidized work.

Under this structure responsibility lies with a single agency, the Prime Sponsor, under direction of its Chief Elected Official. It makes possible comprehensive planning and operation, and maximum utilization of funds. And it builds on what is already in place.

3. Funding commitments to the Prime Sponsor should provide for forward funding and adequate start-up lead time. There need to be time allowances for local processes (planning and administrative) and at least two years of operation before a decision is made concerning costs of services (or quality of services, for that matter).
4. CETA legislation should provide real flexibility in program design - freedom for variations in mixes of activities, funding of work experience or other subsidies to private industry as well as public agencies. The values of all kinds of program activities should be recognized, but legislation should not dictate limits, proportions, agencies to provide services, or procedures within program services.
5. With that flexibility comes the need to evaluate on the basis of outcomes - not just job placement, but also other positive outcomes - for individuals, not for groups, and not by average cost or "how low can you make the cost".

* - We have experienced with this with non-CETA funds, and it works.

6. Clearly, I am asking that the YEDPA legislation and administration as separate entities disappear; that its very good intentions be recognized, but that youth services be folded into the "people services" of CETA. The arbitrary separation of people into "youths served under IV", and youths and adults served under IIB, III, IID, and VI is ineffective and costly.
7. I ask, in particular, two other things:
    a. That other legislation moving through the Congress be coordinated with the CETA concept. There is, for example, legislation to set up youth service offices within the public employment service. Legislation should provide that the functions of such offices be funded - to set up an office where one does not exist, or to fund additional services for Youth Services Offices where we in the CETA system have already created them. We do not benefit by having "turf" problems created.

    b. Finally, I hope you will pass legislation which recognizes that there are many kinds of people out there among the disadvantaged. While they may be selected for being poor, they may also be brilliant, talented, addicted to drugs, completely stable or emotionally incompetent, or vary in the many ways the rest of us vary. For CETA to work properly, we need to open-up each youth to that youth's full potential, for the benefit of the entire nation.

AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Policy Paper Submitted by the
American Personnel and Guidance Association

on

YOUTH UNEMPLOYMENT

to

United States House of Representatives
Committee on Education and Labor

Subcommittee on Elementary, Secondary and Vocational Education Carl D. Perkins, Chairman	Subcommittee on Employment Opportunities Augustus F. Hawkins, Chairman

by

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APGA POLICY PAPER REGARDING YOUTH UNEMPLOYMENT LEGISLATION

INTRODUCTION

The problems and issues surrounding the chronic unemployment of youth, especially disadvantaged youth, are multiple and complex. The American Personnel and Guidance Association (APGA), representative of counselors in thirteen settings and functions, recommends that policies be established which ensure that all children and youth--especially disadvantaged children and youth recipients of federal funds through programs funded with federal dollars--have access to professional counseling services and comprehensive guidance programs. Children and youth need and benefit from planned assistance with their personal, social and career development. Such assistance increases the likelihood that they will have successful and productive lives, and is especially important as an intervention which can break the social, cultural, or occupational disadvantagement cycle with which they now must cope. Youth involved in guidance and counseling in these programs should not be discriminated against because of the time necessarily spent in such activities. That is, it should be permissable for youth in CETA programs to be subsidized for their participation in this program component as they are in the training and placement components. Furthermore, time spent in related guidance and counseling programs in the schools should serve as a legitimate element in the student's accumulation of academic credit.

Because our professional responsibilities focus on helping individuals and on representing them to the system of which they are a part, and because counseling and guidance programs now exist or are permissable in both the nation's educational systems and the employment and training systems created by the government, this paper will address the need for a Guidance and Counseling Policy by exploring all three of the questions raised by the Subcommittees in their letter of invitation. From our vantage point, we understand some of the root causes of youth unemployment and know that preventative guidance and counseling could mitigate the prevailing symptoms of these root problems.

We would therefore propose certain improvements in the laws and regulations associated with these programs, especially the programs jointly administered by Education and Labor.

GUIDANCE: PROGRAM AND CONCEPT

A comprehensive guidance program is one in which each individual contacted in the program is helped to maximize potential, to overcome barriers, or to learn to compensate for certain deficiencies. In brief, a guidance program is devoted to assisting all program participants with their personal, social and/or career development. Personal development includes helping individuals become aware of and respectful of themselves and to develop self-esteem. Social development includes learning how to relate well with others, with institutions and with the community at large. Career development includes learning about themselves as workers, their work-related interests, attitudes and aptitudes, the world of work, such as the work habits that are required and the make-up of the labor market; and includes developing the skills necessary to become a part of the labor force, such as skills in information-processing, decision-making, job-seeking, getting and finding, and job-related social skills.

A good guidance program is one which is systematically planned and designed and is based on helping participants meet specified behavioral goals. It is one that is supported both administratively and economically in the institution where it is housed. It is one that is designed, administered and implemented by trained professional and paraprofessional counselors and other staff members in roles appropriate to their competencies, and with competencies appropriate to their roles.

Counseling services are a vital part of guidance programs and are needed by some participants in a program. These services help individuals through difficult periods in their development, whether their difficulty is caused by their own needs or by external factors (e.g., their family, their environment). The competent counselor helps an individual to understand and deal with normal growth stages as well as the troubling situation.

Counselors, whether school counselors, employment counselors, rehabilitation counselors or public offender counselors, can in fact help their counselees. The APGA CETA Task Force Report[1] includes results of surveys in seven states which show that in the Employment Services counseled applicants, although beginning with more employability barriers, had nearly double the placement rate of uncounseled applicants. This was true across applicant populations regardless of disadvantagement. At the National Association of County Manpower Officials' Annual Conference in 1979, CETA Youth Program operators documented ways in which increased increments of counseling and guidance led to better problem-solving skills in their clients and higher frequency of job placement for those clients. A successful YETP In-School Youth Program in New Castle County (Delaware) attributes its 72% placement rate to the use of credentialled school counselors in a specifically designed career gudiance and counseling program.[4] A review of educational research revealed projects in nine locations in which school-based career guidance programs and counseling services were provided and helped disadvantaged youth successfully complete their education, prepare for and obtain employment.[10]

ROOT CAUSES OF YOUTH UNEMPLOYMENT

Many of the causes of youth unemployment rest with the nature of youth itself. As all of us who have gone through it know, growing up is a struggle under the best of circumstances, and without assistance by concerned adults it can be that time when youth become alienated, misdirected, or conditioned to failure. Childhood and youth, by definition, are stages in which people become aware of themselves and the world around them. When this awareness and exploration is guided, the process is a lot smoother and the results are more positive than if left to chance. The public systems which have been established to help children and youth must assist with this guidance, especially in the early adolescent years when youth are typically looking for validation from people outside of their families. Furthermore, most youth resist early career decision making; thus it is not developmentally inappropriate for 16-22 year olds to still be exploring the world of work through job sampling: jobs which may not have yet won their commitment as a chosen career. One scholar in our field indicates that this is an essential precedent for youths finally identifying and settling into their appropriate niche in the world of work.[3] This exploration is almost always characterized to some degree by learning through failure, that of quitting or losing one's job and starting all over again.

Another inherent quality of youth is that they are most often idealists. We must recognize, that in America today the work a person performs fills economic, social and personal needs. Economically, it allows the individual to buy the goods and services he/she requires. Socially, one's work offers an individual a ground for meeting others and establishing a place in the social strata. Individually, work gives a basis for self-respect, helps establish personal identity, and provides the means for exerting some control over the environment.[11] Youth want jobs that are worthwhile to themselves and to society; those that give them autonomy, responsibility, variety and chances for advancement; those that are interesting and expressive of their individuality. But paradoxically, youth tend to be cynical about the adult world. They tend to deny the altruistic motives of adults and the ethical standards required in jobs and by employers. They tend to negate the value placed by employers on loyalty, dependability, punctuality and such.

Given that the above are true for all youth to some degree, we must consider how disadvantagement adds to the unemployability of some children and youth. Some researchers argue that the only reliable predictors of unemployment are family background and intelligence.[3] These studies imply that genetic factors and early childhood experiences are crucial to an individual's development as a worker. Thus disadvantaged youth are more likely to be in a come-from-behind situation in the employment area than the typical youth.

But disadvantagement comes in a variety of forms: economic, cultural, educational, mental and physical handicaps, and social as expressed through delinquent and criminal behaviors. A colleague of the writer who works with programs for disadvantaged youth states that "the common denominator of disadvantaged youth--no matter what their disadvantage--is that they have not experienced success." This is stated similarly in the Annual Report of the Orange County (California) Manpower Commission Youth Programs "The CETA youth are 'severely disadvantaged.' They have histories of failure, of rejection (both of self and society), and of incarceration."[8] As a result of failure and rejection, as President Carter said in signing YEDPA in 1977, the young people for whom these efforts are addressed are vulnerable to "a feeling of despair, discouragement, a loss of self-esteem, an alienation from the structure of society, a lashing out against the authorities who are responsible."[7] As a result of failures in exploring the work world, young people lose more confidence in themselves and lose more faith in the nation's economic and social systems. Here causes become effects and effects become causes.

One final characteristic of disadvantaged youth that contributes to their unemployability has been verified in the Job Corps experiences. Youths' failures in the work world are most often not due to their lack of skill, but to their inabilities to get along with others, to deal with authority and to acquire socially acceptable work habits. It is often stated that more people get fired from jobs because of their inability to get along with their fellow workers or with their bosses than for lack of specific vocational skills.

Other causes of youth unemployment lie in the needs of youth. To again cite the Orange County Youth Programs Report:

> the fundamental problem [that employers and CETA Youth Programs have not solved is that] of meeting the basic needs of youth in this target population.[8]

These needs can include academic skill development, vocational skill development, money for household support, attitudinal adjustment, development of the skills to adjust to circumstances, and/or development of self-confidence and cultural pride. As Coleman reported in 1964, minority youth have a particular need to feel that they have some mastery over their environment, and that they can exercise some control over their own destiny.

A contributing factor to youth unemployment is the vestiges of discrimination that still exist. Although major strides have been made toward equality of opportunity for everyone, expressions of prejudice are still seen; specifically, many employers are resistant to work with young people because of the very characteristics of youth that cry out for their help. In this sense all youth are disadvantaged. In other instances, key adults are reluctant to work with disadvantaged people of any age because of their differences; for example the prevalent resistance of employers to hire the handicapped. Much of this resistance stems from ignorance due to lack of exposure, awareness and understanding.

Employers' expectations of young job applicants are seldom met by the youths who most need employment. At a conference built on a concept encouraged by the National Alliance of Business, private sector small business people came together with educators to explore some of the ways in which we might work together to better prepare youth for work. What employers look for in potential employees are such things as problem-solving abilities, maturity, objectivity, social skills, good work habits, ethics and values, dependability, loyalty, belief in the free enterprise system, and a commitment to work.[9] On the other side of the coin, a youth member of a Prime Sponsor Youth Council suggested that a contributing factor of youth unemployment is the attitudes of employers: "They judge kids from their own values rather than considering the kids' point of view." Bridges need to be build to close this gap.

The basic change employers seek relates to youth's unreliability in attendance. They have high absenteeism and frequently unexcused lateness. Employers also cite some prevalent attitudes demonstrated by young workers which make them "difficult to work with." They see youth as being unrealistic about the work world and about their own value to it. When an assignment becomes difficult, the typical youth will say "I quit." or "I can't." When asked to complete a task by a supervisor, many youth react with a "Who are you to boss me around?" attitude.

HOW A GUIDANCE AND COUNSELING PROGRAM IMPACTS THESE ROOT CAUSES

Good guidance programs help children and youth learn about and cope with their own natural development. Youth can be guided through the explorations characteristic of early job experience. Younger children can be guided through that period when their basic work habits and personal ethics are developing. Adolescents can be guided through that period when their ideals run head on into adult realities. Children and youth can be helped to learn the importance their work will have on their personal and social as well as their economic lives. Youth can be guided through the process of identifying and getting jobs that meet their needs, interests and aptitudes and which also meet society's needs. Children and youth can be guided through the processes of developing self-esteem, learning how to relate with others, dealing with authority, and clarifying their own values and understanding those of others. Youth can be helped to become independent, purposeful contributors to society.

Today's youth deserves this help. If a young woman needs to earn money to support a family, she can be referred to the appropriate place to get it. If a young man does not know how to read, he should receive the tutoring he needs. If a child needs help adjusting to a difficult family situation, that child should be counseled. If a young person cannot cope with the disabling effects of physical or mental handicaps, restration and counseling should be provided. If a group of children do not feel pride in their racial or cultural heritage, they can be helped to develop it. Identifying needs, referring to appropriate service agencies, counseling, and group work are each functions of a comprehensive guidance program.

Counseling services help children and youth eliminate or minimize the barriers created by various kinds of disadvantagement. Counselors have the knowledges and skills needed to help children and youth recover lost self-esteem, develop self-confidence, affiliate with society and understand legitimate authority. Counselors help youth deal with and learn from failures in the work world and to carve out what will ultimately be successful career niches. Counselors help all individuals deal with their own feelings and those of others, their own interests and those of others, their own values and those of others. For the child or youth who is without a consistent or healthy parent or other adult, counselors are the mentors, the close friends, the models. A youth on the Orange County (California) Youth Council said it best: "Real counseling is an affiliation between two people. That's what it takes to make real changes in kids." Again, the needs are verified in the Orange County Youth Report:

> All programs stress the need for much more counseling, both personal and career. Most barriers to learning and adjusting were found to be non-job related, and therefore called for supervisors with the sensitivity and understanding to counsel an alcoholic youngster, a kid who had been "busted" over the weekend, or one who had been kicked out of his or her home. These counseling skills are as much in demand as are skills which teach the proper method to hold a hammer, strip a wire, or lay a carpet.[8]

Counselors can also help facilitate the societal or systems changes that are called for. A basic flaw in both the educational and the employment and training systems is a lack of focus on the clients as individuals. In their role as client advocate, good competent counselors are needed in the administration and planning of the programs carried out in these systems. Counselors help a system stay mindful of its clients, and can help build the bridges that improve the communications between families and schools, between employers and schools, and between employers and youth. The cornerstone of the counseling profession is the belief in and respect for the integrity of each individual. Thus, counselors can continue to help individuals gain knowledge about and sensitivity to each other in the ongoing efforts to eventually rid society of discrimination and unwarranted bias.

RECOMMENDATIONS FOR IMPROVEMENTS IN THE EDUCATIONAL SYSTEM

When difficult school issues are studied in depth (e.g., campus violence and vandalism, truancy, discipline, racial integration, learning improvement), recommendations invariably include an increase in counseling services to help individuals and groups of children and youth by attacking the problem at its roots: within the individual and at the base of the system. The need for counseling is felt at both the elementary and the secondary levels: the former for prevention, the latter for problem reduction.

Studying the problem of youth unemployment, the same recommendations should be made as part of the solution. Schools are the natural repositiories of the youth population and are thus the best place to impact the youth unemployment problem at both the preventive and remedial level. Comprehensive guidance programs staffed with competent school counselors and paraprofessionals who have realistic caseloads and appropraite support should be established. The funds available to support such programs from the various ESEA Titles, from the Vocational Education Act, from the Rehabilitation Services Act, and from CETA should be utilized in a concerted manner to expand programs and staff where they currently exist or to put them in place if they do not. The task of attacking this difficult problem should not be dumped in the lap of the already over-burdened existing counseling staffs. Appropriate staff development provisions should be made to update the competencies of current practitioners.

YOUTH UNEMPLOYMENT POLICY PAPER

RECOMMENDATION FOR IMPROVEMENT IN THE EMPLOYMENT AND TRAINING SYSTEM

The premise behind these recommendations is that the guidance and counseling component of the CETA programs should not be just an allowable service, but a required component of equal priority with training and placement. Thus we recommend the enrichment of the guidance programs and counseling services offered the CETA youth participants. Presently the typical guidance functions (outreach, recruitment, orientation, registration assessment, counseling, job search assistance, referral, job placement and post-termination services) are offered disjointedly if at all. We believe CETA participants would benefit from having counselors help them move confidently and successfully through the system. Typically, skilled counselors are not available in existing programs. Financial incentives need to be awarded for this key function.

Secondly, the people who provide the various guidance functions should be titled as is appropriate to their level of training. The client has the right to know if he/she is being helped by an interviewer, a paraprofessional, a technician or a professional counselor. Existing staff should participate in training activities to add to and enrich their competencies.

Thirdly, the inclusion of guidance professionals in the planning and oversight bodies of the employment and training system would do much to improve the guidance functions of this system, as well as to help the system keep focused on its clients. APGA and its Divisions have affiliates in all states and could nominate expert individuals for these tasks.

Finally, linkages among employers, trainers, related agency service providers, the CETA implementation system and the educational system must be improved. Much energy is wasted or spent inefficiently because of the complex nature of this system and its interrelatedness with so many other entities in a local community. Some order should be brought to the chaos of councils.

YOUTH UNEMPLOYMENT POLICY PAPER

CONCLUSION

Policies should be established which mandate, encourage, and provide support for comprehensive guidance programs and counseling services in the educational and employment and training systems. All children and youth in every elementary and secondary school and in every youth employment and training program should have the benefit of systematically planned and delivered guidance programs and receive the counseling services they require so that successful application of their employment potential can be significantly increased.

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TESTIMONY ON YOUTH UNEMPLOYMENT

SUBMITTED TO

THE SUBCOMMITTEE ON ELEMENTARY,
SECONDARY AND VOCATIONAL EDUCATION

AND

THE SUBCOMMITTEE ON
EMPLOYMENT OPPORTUNITIES

BY ELTON JOLLY
NATIONAL EXECUTIVE DIRECTOR
OICS OF AMERICA, INC.

SEPTEMBER 28, 1979

My name is Elton Jolly, I am the National Executive Director of OICs of America, and I am pleased to present testimony to the Subcommittee on Elementary, Secondary and Vocational Education and The Subcommittee on Employment Opportunities, on the subject of Youth Employment. As you are well aware, Rev. Leon H. Sullivan and the entire OIC movement have been in the forefront of the fight to reduce youth unemployment. The tragedy of wasted human potential and the agony of unemployment coupled with the lack of hope can lead to civil unrest. As we approach 1980, no one can say that all of the concern, commitment, programs, plans and systems have increased the employment opportunities for youth. Of greater concern, is that the minority youth unemployment picture, especially Blacks and Hispanics, is worse than ever. As this testimony is being written, we are anticipating unemployment to rise again to 7.5%. My concern is that youth unemployment will be well over 60% and that is not acceptable to a nation that has committed itself to economic and social opportunity for all.

OICs of America has trained more than 675,000 people and placed almost one half a million people on jobs. Of these, more than 35% have been youth under the age of 22. OIC has experience

TRAINING AND HELPING YOUTH, ESPECIALLY POOR AND DISADVANTAGED YOUTH. WE HAVE LEARNED A GREAT DEAL ABOUT THE CAUSES OF YOUTH UNEMPLOYMENT AND HAVE IDEAS ABOUT WAYS IN WHICH THE EMPLOYMENT AND TRAINING SYSTEMS AND EDUCATIONAL SYSTEMS CAN BE STRENGTHENED IN ORDER TO MINIMIZE YOUTH UNEMPLOYMENT. I WELCOME THE OPPORTUNITY TO SHARE THESE OBSERVATIONS WITH YOU AND HOPE THAT THIS CONTRIBUTES TO IMPROVED YOUTH LEGISLATION.

THE ROOT CAUSES OF HIGH YOUTH UNEMPLOYMENT

THERE IS NO SINGLE CAUSE OF YOUTH UNEMPLOYMENT. RATHER, IT IS A SERIES OF INTERRELATED CAUSES. SOME STEM FROM DEFICIENCIES IN THE ECONOMY, SOME STEM FROM PROBLEMS OF SOME YOUNG POPLE AND OTHERS ARE THE RESULT OF INADEQUACIES IN THE SYSTEMS THAT ARE SUPPOSED TO HELP YOUTH. I WOULD LIKE TO IDENTIFY SOME OF THE MORE GENERAL CAUSES OF YOUTH UNEMPLOYMENT, BUT I WANT TO CAUTION THAT ALL OF THESE CAUSES MUST BE CONSIDERED AS A WHOLE IF WE ARE GOING TO DEVELOP NATIONAL POLICIES THAT WILL HAVE A POSITIVE IMPACT ON YOUTH UNEMPLOYMENT:

1. LACK OF DEMAND - THERE JUST ARE NOT ENOUGH JOBS FOR EVERYONE. AS MOST YOUTH HAVE FEW SKILLS, THEY ARE LIMITED TO JOBS WHICH REQUIRE FEW SKILLS AND LITTLE EXPERIENCE. YOUTH HAVE HIGHER UNEMPLOYMENT RATES BECAUSE THEY ARE THE LAST HIRED.

2. Many youth are unprepared for work -- School, family and community do not prepare youth for employment. Few schools offer vocational training or career education. There is little information offered to youth about proper work attitudes and habits. As a result, most youth are left to to learn through trial and error -- a process few employers will subsidize.

3. Many youth have limited vision about work opportunities. Most youth have impressions of work based on the experience of family and neighbors. This severely limits the vision of poor youth who see work as dead-end, low-paying and not satisfying.

4. Most youth have no idea of what work alternatives are available to them. They also have no idea of where to go to for more help or information about the world of work. It is amazing how little youth know about what people do for a living, even though they see people working all the time. We do not train youth to think aobut work or the skills that they need to get a job. We do not assist them to recognize and use their own latent abilities.

5. Discrimination -- Many employers do not hire youth. Although most people are trained for work on the job, employers are reluctant to hire 16-21 year olds

AND INVEST IN THEIR TRAINING. MINORITY YOUTH AND YOUNG WOMEN ARE THEREFORE DOUBLY DISCRIMINATED AGAINST. THE SLOGAN, COINED IN THE 60S, "A RISING TIDE LIFTS ALL BOATS," IS SIMPLY NOT TRUE. STUDIES SHOW THAT YOUTH IN MINORITY GROUPS REMAIN UNEMPLOYED OR IN THE LOWEST LEVEL, LEAST SECURE JOBS EVEN DURING PERIODS OF ECONOMIC PROSPERITY.

6. YOUTH JOBS ARE GENERALLY LOW PAYING AND OFFER LITTLE ADVANCEMENT. THERE ARE WHOLE INDUSTRIES -- FAST FOODS BEING THE MOST OBVIOUS EXAMPLE -- WHICH DEPEND UPON YOUNG PEOPLE FOR EMPLOYEES. THEY ARE AN EXCELLENT SOURCE OF JOBS, BUT THE JOBS DO NOT OFFER MUCH OPPORTUNITY FOR CAREERS, AND THEY ARE LOW PAYING. AS A RESULT THEY HAVE HIGH TURNOVER. THEREFORE, WE CREATE IN THE MINDS OF SOME YOUTH THE IMPRESSION THAT JOBS WHICH THEY CAN GET OFFER NO HOPE FOR CAREERS.

7. OFTEN, WE ARE TOLD THAT YOUTH DON'T WANT TO WORK; THEY ARE NOT MOTIVATED. FREEDOM IS ONE OF THE SYMPTOMS OF YOUTH, AND THAT IS WHAT WE ASK YOUTH TO SURRENDER IN ORDER TO GET A JOB. NO ONE KNOWS THE EFFECT OF THE DESIRE TO BE FREE, BUT THERE ARE YOUTH THAT I HAVE KNOWN WHO HAVE LEFT JOBS SO THAT THEY COULD PLAY BALL, SEE THEIR GIRLFRIEND OR GO FISHING. TURNOVER IS IN PART CAUSED BY YOUTHS DESIRE TO BE FREE.

8. HIGH YOUTH UNEMPLOYMENT AND LOW LABOR FORCE PARTICIPATION RATES ALSO CAUSE PART OF THE YOUTH UNEMPLOYMENT RATE. THERE ARE YOUTH (IN PHILADELPHIA) WHO DO NOT HAVE ANY FRIENDS WITH JOBS. THIS LEADS MANY YOUTH TO BELIEVE IT IS IMPOSSIBLE FOR THEM TO FIND A JOB. THEREFORE, THE REALITIES OF HIGH YOUTH UNEMPLOYMENT NURTURE THE BELIEF THAT WORK IS UNATTAINABLE, YOUTH ARE INTIMIDATED AND STOP LOOKING FOR A JOB.

THE RELATIVE IMPORTANCE OF THESE CAUSES CHANGES, DEPENDING ON ONE'S PERSPECTIVE. EMPLOYERS SEE YOUTH AS UNMOTIVATED AND UNTRAINED. YOUNG PEOPLE SEE EMPLOYERS AS INSENSITIVE AND SCHOOLS AS A PART OF THE PROBLEM. BLACK YOUTH KNOW THAT UNEMPLOYMENT IS OVER 60% AND KNOW THAT THEY ARE BEING DISCRIMINATED AGAINST. SOME WHITE YOUTH READ ABOUT ALL OF THE "PROGRAMS" FOR DISADVANTAGED MINORITY YOUTH AND FEEL DISCRIMINATED AGAINST. THERE IS NO SINGLE CAUSE FOR HIGH YOUTH UNEMPLOYMENT. WE MUST SOLVE A COMPLEX SET OF INTERRELATED PROBLEMS IF WE ARE GOING TO LOWER THE RATE OF YOUTH UNEMPLOYMENT.

IMPROVEMENT IN THE EMPLOYMENT AND TRAINING SYSTEM

TO CALL THE EXISTING AGENCIES WHICH PROVIDE EMPLOYMENT AND TRAINING SERVICES A SYSTEM, IS TO GROSSLY EXAGGERATE THE INTERRELATEDNESS OF THESE AGENCIES AND TO OBSCURE THE GREAT DIFFERENCES

THAT THEY HAVE IN MISSION, AVAILABLE SERVICES AND CAPABILITY. MY PURPOSE HERE IS TO ADVOCATE THAT WE CREATE A SYSTEM WITH STABILIZED FUNDING, CLEAR GOALS AND OBJECTIVES. WE ALSO NEED TRAINED AND COMMITTED STAFF TO PROVIDE THE SERVICES THAT ARE NEEDED TO ASSIST YOUTH TO BECOME EMPLOYED.

THERE IS NO SIMPLE ANSWER OR EASY WAY TO CREATE A SYSTEM. IT WILL COME FROM A LONG TERM FINANCIAL COMMITMENT TO PROVIDE TRAINING, EDUCATION, INTERIM INCOME SUPPORT, AND ANY OTHER SUPPORTIVE SERVICE THAT YOUTH NEED IN ORDER TO SECURE A JOB. THESE SERVICES SHOULD BE AVAILABLE TO YOUTH FOR AS LONG AS THEY SEEK TO ENTER THE LABOR FORCE AND SHOULD BE FLEXIBLE ENOUGH TO ALLOW FOR THE RANGE OF DIFFERENT NEEDS AMONG YOUTH.

SOME OF THE MAJOR CHANGES THAT I WOULD ADVOCATE ARE:

1. RELEVANT SKILL TRAINING MUST BE MORE AVAILABLE TO YOUTH AND THE "ENTRANCE REQUIREMENTS" MUST BE REALISTIC. OIC HAS DEMONSTRATED THE VALUE OF SKILL TRAINING TO THE UNEMPLOYED AND HAS DEMONSTRATED THAT IT CAN SELL EMPLOYERS SKILLED TRAINEES.
2. REMEDIAL EDUCATION, COMMUNICATION SKILLS, COMPUTATION SKILLS, G.E.D AND OTHER EDUCATION DEVELOPMENT

CLASSES MUST BE AN INTEGRAL PART OF THE EMPLOYMENT AND TRAINING SYSTEM.

3. THERE IS A NEED FOR MORE CAREER INFORMATION, ESPECIALLY DURING THE EARLY YEARS OF SCHOOL. YOUTH MUST UNDERSTAND THAT EDUCATION HAS A RELATIONSHIP TO FUTURE EMPLOYMENT AND THAT ACADEMIC SUBJECTS - MATH, ENGLISH, SCIENCE AND INDUSTRIAL ARTS ARE BASIC TO LEARN JOB RELATED SKILLS.
4. ASSISTANCE MUST BE PLANNED TO HELP UNEMPLOYED YOUTH OVER A LONG PERIOD OF TIME. WE MUST ALLOW FOR YOUTH TO COME INTO THE SYSTEM, GET A JOB, COME BACK TO A DIFFERENT PART OF THE SYSTEM. YOUTH SHOULD HAVE THE OPPORTUNITY TO TRY DIFFERNT TRAINING AND DIFFERENT JOBS.
5. THE EMPLOYMENT AND TRAINING SYSTEM MUST HAVE SOME DEGREE OF PERMANENCE. EMPLOYMENT AND TRAINING SERVICE DELIVERERS NEED STABILITY. YOUTH AND COUNSELORS MUST BE ABLE TO UNDERSTAND THE SCOPE OF AGENICES THAT CAN ASSIST UNEMPLOYED YOUTH AND SHOULD BE ABLE TO PLAN FOR LONG TERM ASSISTANCE. IT MAY TAKE FIVE YEARS BEFORE A 16 YEAR OLD IS WHOLLY TRAINED. THE EMPLOYMENT AND TRAINING SYSTEM MUST HAVE STABLE FUNDING AND PATIENCE WHICH ALLOWS YOUTH TO USE THE SYSTEM AS THEY NEED IT.

6. Individualized Service Prescription -- OIC has long advocated individualized service plans. Policy can only prescribe broad services, but they must be fitted to the needs of each youth to be meaningful. Prescription training will also assure that youths are trained to meet the job requirements of employers and thus placement can be maximized.
7. Program performance standards must be realistically based on the needs of the individual youth. Without individualized standards, programs will be forced to serve those with the best chance of success. We must encourage agencies that want to help youth with the most handicaps and therefore the highest risk. We must recognize that its just going to take more time and cost more money to train a youth with a criminal record and a fourth grade reading level than it will a high school graduate.
8. The formula for distribution of funds should be based on indicators that reflect the severity of youth unemployment. Inner cities must have more funding. The formula must be based on numbers of youth, if youth unemployment statistics are not available.
9. Local decision making should be maintained. There needs to be the flexibility to allow communities to plan services that meet the unique needs of youth in

> THEIR CITY. FURTHER, THERE MUST BE PLANNING AT THE COMMUNITY LEVEL AND RECOGNITION OF THE INTEGRITY OF COMMUNITY BASED ORGANIZATIONS. THE IMPORTANCE OF COMMUNITY BASED DELIVERY SYSTEMS IS THAT THERE ARE DIFFERENT NEEDS IN DIFFERENT PARTS OF CITIES OR COUNTIES. FOR EXAMPLE, TRANSPORTATION IS OFTEN INADEQUATE AND ALTERNATIVE SERVICES PROVIDE CHOICES FOR THE UNEMPLOYED.

THE PRESENT EMPLOYMENT AND TRAINING AGENCIES MUST LEARN TO WORK WITH EACH OTHER, TO IDENTIFY MISSING SERVICES AND TO CREATE SERVICES IN RESPONSE TO THE NEEDS OF YOUTH. WE MUST CREATE THE ATMOSPHERE FOR AGENCIES TO BE CREATIVE AND TO SEEK WAYS TO IMPROVE THEIR SERVICES WITHOUT FEARING THAT THEY WILL LOSE THEIR FUNDING. FINALLY, WE MUST ALLOW AN EMPLOYMENT AND TRAINING SYSTEM TO DEVELOP. IT MUST BE AS DIVERSE AS THE NEEDS OF OUR YOUTH, IT MUST BE HELD ACCOUNTABLE AT THE LOCAL LEVEL AND IT MUST HAVE THE SECURITY OF FUNDING SO THAT LONG TERM SOLUTIONS TO THE PROBLEM OF YOUTH UNEMPLOYMENT CAN BE OPERATIONALIZED.

IMPROVEMENT IN THE EDUCATION SYSTEM

THE EDUCATION SYSTEM HAS BEEN THE SCAPEGOAT FOR THE ILLS OF SOCIETY AND I AM RELUCTANT TO JOIN THE CRITICS OF THE TOTAL SYSTEM. MY CONCERN IS THAT THE CLIENTS OF OIC ARE YOUTH AND ADULTS WHO HAVE

NOT BEEN SERVED BY THE SCHOOLS. NO INSTITUTION CAN SERVE ALL PEOPLE. THE DROPOUTS, THE PUSHOUTS AND THE UNEMPLOYED YOUTH ARE PEOPLE THAT DIDN'T GET THE SERVICES THAT THEY NEEDED FOR A VARIETY OF REASONS. WE MUST NOW SEE THAT THEY RECEIVE REMEDIAL HELP. IT IS MY CONTENTION THAT THIS HELP SHOULD COME FROM OUTSIDE THE EDUCATION SYSTEM. WE MUST OFFER AN ALTERNATIVE WAY OF BEING TRAINED TO YOUTH THAT HAVE NOT SUCCEEDED IN SCHOOL.

WE MUST ALSO ASSURE THAT OUR YOUTH ARE TOTALLY TRAINED WITH SKILLS FOR WORK, FOR RAISING A FAMILY AND FOR LIVING IN SOCIETY. LIFE SKILLS INCLUDE WORK SKILLS, READING SKILLS, PROBLEM SOLVING AND COPING SKILLS. HAVING STATED THIS BROAD GOAL, LET ME IDENTIFY A FEW SUGGESTED IMPROVEMENTS THAT ARE RELATED TO EMPLOYMENT AND TRAINING GOALS:

1. THERE MUST BE A COMMITMENT TO TRY TO HELP ALL YOUTH. TOO MANY YOUTH ARE BRANDED AS TROUBLEMAKERS, DULL, STUPID FAILURES OR WORSE AT AN EARLY AGE AND THEY ARE NEVER OFFERED AN OPPORTUNITY TO LEARN. WE MUST FUND ALTERNATIVE PROGRAMS THAT WILL SERVE YOUTH WHO ARE NOT PRESENTLY BEING EDUCATED.
2. CAREER GUIDANCE AND CAREER INFORMATION MUST BE AN INTEGRAL PART OF THE EDUCATION PROCESS. EARLY INFORMATION ABOUT SKILL REQUIREMENTS FOR JOBS WILL

MOTIVATE SOME YOUTH TO STAY IN SCHOOL AND LEARN BASIC SKILLS. ASPIRATIONS OF OTHER YOUTH MUST BE RAISED.

3. THERE MUST BE MORE SKILL TRAINING IN SCHOOL. YOUTH SHOULD HAVE THE OPPORTUNITY TO EXPLORE A VARIETY OF VOCATIONAL AREAS AND TO DETERMINE IF THEY HAVE THE APTITUDE AND INTEREST IN A GENERAL SKILL AREA. SCHOOLS ARE THE LOGICAL PLACE FOR THIS TO HAPPEN, AND IT SHOULD BEGIN AT AN EARLY AGE.
4. FAMILY MUST BE INVOLVED IN CAREER AWARENESS AND CAREER EXPLORATION. THE EXPERIENCE OF OIC AND OUR SUCCESSFUL URBAN CAREER EDUCATION PROGRAM DEMONSTRATED THE VALUE OF FAMILY INVOLVEMENT IN CAREER CHOICE.
5. THERE MUST BE PERFORMANCE STANDARDS FOR SCHOOLS AND THESE SHOULD BE BASED ON THE DEGREE OF DIFFICULTY REPRESENTED IN THE STUDENT BODY. WE MUST RECOGNIZE THAT YOUTH HAVE DIFFERENT NEEDS AND THAT SOME MAY NEED MORE HELP THAN OTHERS. PERFORMANCE STANDARDS SHOULD RECOGNIZE THIS AND ALLOW SCHOOLS TO SPEND MORE TIME WITH YOUTH THAT HAVE SEVERE PROBLEMS.

THE SCHOOL IS THE MOST VITAL FORCE IN THE DEVELOPMENT OF HUMAN POTENTIAL. IT MUST BECOME A PART OF THE EMPLOYMENT AND TRAINING SYSTEM WHILE STILL PREPARING YOUTH FOR LIFE. WE MUST ASSURE THAT

THE BROADER GOALS ARE KEPT WHILE WE ASK THAT SCHOOLS HELP MORE WITH PREPARATION FOR WORK.

THE UPCOMING DEGATE CONCERNING YOUTH EMPLOYMENT LEGISLATION MUST LEAD TO THE ESTABLISHMENT OF AN EMPLOYMENT AND TRAINING SYSTEM THAT UTILIZES ALL OF THE SERVICE DELIVERY AGENCIES THAT HAVE DEMONSTRATED THEIR EFFECTIVENESS AS A PART OF A SYSTEM THAT CAN SERVE MOST IF NOT ALL DISADVANTAGED YOUTH. HOPEFULLY, WE WILL COMMIT OURSELVES TO A JOB CREATION AND JOB DEVELOPMENT EFFORT THAT WILL ASSURE THAT THERE ARE JOBS FOR ALL YOUTH THAT WANT TO WORK. REV. LEON SULLIVAN HAS CALLED FOR THE CREATION WITHIN OIC OF ONE MILLION JOBS FOR YOUTH IN THE NEXT FOUR YEARS. WE NEED A MASSIVE WAR ON UNEMPLOYMENT. THAT IS THE MINIMUM IF THIS COUNTRY IS TO BEGIN TO FULFILL ITS PROMISE OF EQUAL OPPORTUNITY FOR ALL AMERICANS AND BENEFIT FROM THE ENORMOUS HUMAN RESOURCE ENERGY POTENTIAL WHICH NOW LIES UNEXPLORED AND UNTAPPED.

TESTIMONY ON YOUTH UNEMPLOYMENT

by

Barry E. Stern, Ph.D.

I would like to thank the Committee on Education and Labor for this opportunity to provide testimony on one of our Nation's most persistent problems, youth unemployment. My frame of reference is my personal work experience with policy development and planning offices in the Department of Labor and H.E.W., as well as my current intergovernmental assignment in Seattle, Washington with the Seattle Public Schools and the King-Snohomish Manpower Consortium (CETA). My points of view, I should note, are my own and do not represent the official position of any government agency.

Given this experience with youth employment issues from the federal, local, educational and manpower agency perspectives, I would like to address all three questions posed by Congressmen Perkins and Hawkins in their July 26 letter inviting this testimony:

1. What are the root causes of the high incidence of youth unemployment and what are the appropriate policies for dealing with them?
2. What improvements could be made in the educational system to reduce the extent of youth unemployment?
3. What improvements could be made in the employment and training system to reduce the extent of youth unemployment?

Causes of Youth Unemployment

With respect to the causes of youth unemployment, let me provide both a national and a local perspective. Nationally, I agree with the usual litany of reasons why young people can't find work. The most frequently mentioned include:

a. Growth of the number of jobs is not keeping pace with the numbers of people who want them, because
   i) "baby boom" generation is now of working age.
   ii) an increasing percentage of women are entering and reentering the labor force.
   iii) there are limits on economic growth due to ecological constraints and international competition for scarce resources, especially energy.

b. Disappearance of low-level service jobs from the central city, where most low-skilled disadvantaged youth live, resulting in a mismatch between the unskilled labor and jobs.

c. Laws and regulations that make employment for young people difficult, such as minimum wage.

d. The constant entry and exit of young people in the labor market.

e. Discriminatory hiring practices which put all youth, but especially minority youth, at the end of a hypothetical hiring queue.

There are also additional reasons, however, which may not be so obvious. Among these are the rise of single parent families and the number of emancipated minors, making teenage earning power more of a necessity than ever before. In addition, many young people are simply bored with school, and work as an alternative. They drop from the labor market and return only when they become bored or alternative income sources dry up, and the cycle repeats itself.

It is also true, however, that traditional youth unemployment statistics do not tell very much of a story. The unemployment statistics don't show that youth employment has been growing along with unemployment. We find in the Seattle area that many jobs traditionally filled by young people are going begging. Help-wanted signs appear throughout the area in many retail stores, restaurants, and fast food establishments. We are getting a very clear, although not statistically supported, impression that older youths, especially those who have already paid their dues at the bottom of the job market, will not continue to accept dead-end, low-skilled jobs, and if they take them, will only accept them temporarily.

So we have this paradox. High unemployment among young people but large numbers of jobs that remain vacant. If we understood this phenomenon completely, we probably wouldn't have the problem, but I suspect that two issues are important. One is that those in the lower economic spectrum see people who have worked all their lives in dead-end jobs and have received little economic or personal rewards. Therefore, they expect the same for themselves. But unlike years ago, they do have alternatives. They can quit or get fired and receive unemployment insurance, or in some cases receive public assistance, etc. When this runs out, they will get another dead-end job and the cycle will repeat.

The second factor at work is probably that the jobs are not attractive. In fact, because of the increasing competition for higher skilled work, today's young people hold a larger portion of the low-skilled, low-paying jobs than their predecessors from previous generations. Similarly, they are progressing from low-level to higher skilled work at a slower pace than young people from previous generations.

One might ask why can't these people get better jobs. This has been studied at length and there is little new to add--the lack of marketable skills, especially basic learning skills; the lack of good work habits, such as punctuality, acceptable dress, interpersonal communication skills, and the rest. But fundamentally they do not see the opportunities for advancement because too few people in the past have advanced, and they correctly perceive that opportunities for career advancement among youth have declined in recent years. Our CETA youth programs, like many around the country and EOA before us, attempt to address these structural deficiencies. Our unimpressive national record in transitioning them to high-level work experience or education indicates our lack of understanding of the problem.

I. Appropriate Public Policies for Reducing Youth Unemployment

During the last 20 years, public policies to reduce youth unemployment have been markedly unsuccessful. Surely, some people have been helped some of the time, but the overall problem grows and grows. Rather than acknowledge our failures and question the assumptions on which our youth employment policies are based, policy-makers continue to grasp for easy answers and believe that they need only spend enough on youth job creation for the problem to go away.

Perhaps we should pause to examine our mistaken assumptions about youth employment and unemployment in the 1960's and 1970's before we can develop appropriate policies for the 1980's. With the hope that we will not continue to base our policies on mistaken assumptions, I shall label them perjoratively as "myths" and list them here:

Myth No. 1: Public policies which favor the employment of one age group will not have perjorative effects on the employment of individuals from other age groups. This is false because the United States does not have an infinite supply of jobs that need doing. In a job shortage economy, which has characterized this nation during peacetime over the last 50 years, any policy to favor one demographic group of workers will either work to the economic disadvantage of the other groups or result in the creation of relatively unproductive jobs that no one would want anyway. Though measurement of such phenomena is incredibly difficult, it may well be that a combination of such employment policies as anti-retirement and youth employment legislation has resulted in the creation of more unproductive jobs, a larger percentage of the nation's low-level jobs going to youth, lower worker productivity, and, ultimately, higher inflation . . . certainly not what these policies had intended. Though new youth employment legislation may well require a better sequencing of work experience and higher quality jobs for disadvantaged youths, this simply cannot be done without doing it at the expense of adult workers or youths who do not qualify on economic grounds for publicly subsidized jobs.

Myth No. 2: Youth unemployment can be beaten if we simply spend enough on youth job creation. This simply extends to youth the belief that government should be the employer of the last resort. Though it is probably true that government can create enough youth jobs—or adult jobs for that matter—the question is at what cost. Are we willing to put up with the diminished productivity and higher inflation that would result from such a policy?

Perhaps a look at our current youth job creation policy would be instructive before we consider an expansion of this activity. I am referring to the Youth Employment Demonstrations Project Act (YEDPA), which presumably has created more jobs for disadvantaged youths, and particularly the experimental piece of YEDPA, the Youth Incentive Entitlement Pilot Projects program, which guarantees jobs to poor teenage youths who are either in school or some equivalent educational program.

Though I understand the evidence from YEDPA is still being marshalled for policy development purposes, my impression is that the few hundred thousand jobs created by this Act during the last two years have not made much of a dent in youth unemployment rates. There may be several reasons for this. Possibly, YEDPA has attracted more youths into the labor market and has left the unemployment the same while creating more jobs. Or possibly YEDPA has displaced young workers from jobs who do not qualify for public assistance (the re-ordering of the employment queue phenomenon).

The experience gained from the experimental Entitlement or job guarantee program, I think, is crucial to an objective evaluation of the "more is better" argument expounded by proponents of spending our way out of the youth unemployment dilemma. Perhaps most instructive is a comparison of the Baltimore and Seattle experiences with the Entitlement program. In labor markets of approximately the same size, Baltimore has enrolled some 13,000 participants in its Entitlement program compared to only 4,200 or so in the two-county labor market around and including Seattle. The reason: the private sector is hot in Seattle, and it's not in Baltimore. So Baltimore youths are more likely to take advantage of the public program, but many complain that the jobs are of poor quality, that they have little to do with their career goals, and that there is little likelihood of getting a better or any job after their eligibility runs out. On the other hand, Seattle youths frequently use the program as a temporary way station and quit the program as soon as a more interesting or better paying job turns up.

More analysis of the Entitlement program is obviously needed before policy conclusions can be drawn from it. Nonetheless, I strongly suspect that the major conclusions will be that a healthy economy is the best thing for youth employment and that the most cost effective use of public funds in areas with high youth unemployment would be to encourage economic development in those areas and not to create more public jobs. In my judgment, finding ways to allow youths to share in the economic development of their community is a much more productive avenue to pursue than the job guarantee approach.

In sum, Baltimore's high enrollment in Entitlement is more a measure of that city's degree of urban decay than it is a prescription for public policy. The fact that we can spend money to get youths off the street has little relevance for formulating good economic and social policy. To expand Entitlement nationwide, I suspect, would simply attend to the symptoms and not the causes of urban decay.

Myth No. 3: Youth job creation will prevent youth crime, drug abuse, and other symptoms of youth discontent. Social scientists have yet to come up with good ways of measuring "prevention." Nevertheless, the limited evidence available suggests that for youths 17 years of age and under, access to jobs is of no significance as a deterrent to illegal activity. If anything, juvenile delinquency fluctuates with the level of economic activity, i.e., it rises during periods of economic growth and slackens off during recessions. Though occupational identity is thought to become important around ages 18 to 22, there are no national time series data with which to test (for this age group) the relationship between delinquency and fluctuations in employment opportunity. Drawing policy conclusions from the myriad of available studies is hampered further by inadequate measures of crime and juvenile delinquency, and of the quality of the work experience itself.

Myth No. 4: Youths do not get jobs because they lack marketable vocational skills. Despite the expenditure of billions of dollars on public employment and vocational training, we still have high unemployment, especially among youth; we still have hundreds of thousands of people who cannot market the skills they have; the American worker is not improving his or her position in the world with respect to productivity; and all of these conditions do not seem to be affected by the amount of money we channel into federal vocational education and training programs. Despite this performance, there are many groups clamoring for more federal training programs. But the facts are these:

- we have more job shortages than skill shortages--people with skills cannot find jobs let alone people without skills;

- the reason we have job shortages is because the labor force is expanding faster than the number of new jobs that are being created (the maturing of the "baby boom" generation and the increased participation of women in the labor force are the main reasons);

- we are creating low-skilled, low-paying jobs at a much faster rate than higher skilled jobs, and women, minorities and youth are competing for most of these jobs;

- our technological revolution is affecting a relatively small and possibly a progressively smaller proportion of the work force and is certainly bypassing urban youth in poverty areas;

- overqualification for jobs in this country is a much greater problem than underqualification, and the extent of the problem is increasing in geometric proportions.

Given all these facts, why do we hang onto public employment and training as being the answer? The question, really, is not whether CETA or federal vocational programs should exist, but how much and with what degree of federal support. As long as we have poor people, such programs will have to be. But make no mistake, they are not intended to solve our unemployment and underemployment problems. They are intended to recycle people from the bottom of the employment queue to some place higher up. When these beneficiaries of federal programs move up, nonbeneficiaries will move down to take their places. Hence, clients will benefit from the programs, but there is a point at which enrolling more people in the program will not yield benefits commensurate with the added cost.

Myth No. 5: The decline in basic learning skills among youth explains their greater difficulty in finding work. Maybe! But it is just as plausible to hypothesize that basic skills among our high school youth are declining because they are having difficulty in finding work that requires these skills. If, in fact, it is true that the quality of youth jobs is declining and that young people are holding onto low-level jobs for longer periods of time, it may well be that young people do not acquire these skills because they correctly perceive that the jobs available for youths do not require them. The fact that basic skills are declining among high school but not elementary school children provides some support for this hypothesis inasmuch as labor market perceptions are much more likely to influence the motivation of the former than the latter.

Unless we reverse the trend toward keeping youths in unskilled jobs for longer periods of time, I predict that we will not succeed much in improving their level of basic skills. My guess is that improving youth job opportunities—jobs that demand skills—is probably the key to motivate youths to learn the skills we adults want them to have. Whether or not adults are willing to give up some of their career-type work in order to provide youths with better work remains to be seen. In any event, whether or not a redistribution of the quality of work among age groups will affect basic skill acquisition is an empirical question worthy, I think, of subsequent government attention.

Work Redistribution Among Age Groups: A Major Shift for Youth Employment Policies

If the five aforementioned myths are indeed myths, then it would seem that mere expansion of current youth employment policies is unlikely to result in much improvement. Though I shall comment later on some specific features of these policies, let me assert for now that while such legislation as YEDPA and the Vocational Education Act should continue to be refined and improved, at best they should be level-funded with new resources directed toward new strategies designed to supplement what is already there.

The cornerstone of a supplementary strategy to reduce youth unemployment would be a redistribution of work among age groups. My assumption is that the only way for the employment picture for young people to improve significantly is to allow them to get some of the work, especially skilled work, that is being progressively monopolized by adults. Essentially, some adults will have to work less so that youths can work more. Since a new Harris survey sponsored by the Department of Labor and the National Commission for Employment Policy suggests that many adults already are receptive to giving up some of their worktime and income in order to get more free time, this concept is not so far-fetched. It remains for policymakers to develop the idea so that it can help achieve affirmative action and youth employment goals.

There are two key elements of a policy to effect a redistribution of work among age groups: (1) link youth employment to local economic development, and (2) encourage work-sharing, i.e., alternative work patterns that would allow employees to voluntarily exchange worktime and income for more free time.

Youth Employment and Local Economic Development. Federal policy should encourage disadvantaged young people to take part in the economic development of their communities. For example, Economic Development Administration grants and federal contracts in general might require that a minimum percentage of disadvantaged youth--say 10%--be hired for the projects that result from these grants or contracts. Financial incentives might be offered, in addition, to employers who demonstrate acceptable affirmative action for hiring these youth (e.g., Norton-Simon's plan to assure that 10 percent of its new hires will be disadvantaged minority youths) and providing them with opportunities to advance up the occupational ladder.

Work Sharing. The federal government should complement the usual economic growth and public employment policies with opportunities for work-sharing that would spread on a voluntary basis available work among more people. Such work-sharing strategies include the shorter workweek, creation of more part-time and shared jobs (especially in skilled occupations), longer annual vacations, and work sabbaticals or extended leaves of absence taken every few years. In addition to addressing the problems of joblessness and underemployment among youths and other groups requiring affirmative action, work-sharing has other payoffs: more opportunities for job advancement and career shifts, increased job satisfaction, more stable employment in the face of cyclical fluctuations in the economy, reduction of transfer and welfare payments, more opportunities for continuing education, voluntary community service, recreation, travel, and personal development, strengthened family life, and easier adaptation to retirement.

While industrial diversity and lack of knowledge of consequences preclude any uniform or mandated approach to work-sharing (e.g., a mandated shorter work week), government should promote, in my opinion, the demonstration of several approaches so that we can learn what works best for whom. Specifically, I recommend a large-scale demonstration program that would encourage a variety of employment establishments to hire more people through one or more work-sharing approaches. Federal monetary incentives would defray the additional administrative, training, and fringe benefit or fixed costs of new hires. These incentives would be significantly greater for new hires coming from affirmative action groups, such as economically disadvantaged youths. A prototype of work-sharing demonstration legislation has already been introduced in the State of California.

II. Improvements in the Educational System to Reduce Youth Unemployment

Though schools cannot do much to address the structural or economic aspects of youth unemployment, they can do some things to counteract the frictional causes which make it difficult to match job seekers with available jobs. For example, through the provision of career information, guidance, and placement services, schools can help young people decrease their job search time (because of knowing what one wants and getting assistance to obtain it) and quit rates (because of wanting to keep satisfying work). To the extent that schools facilitate better career decisions and more efficient matching of youth with jobs, they can have some impact on youth unemployment.

In addition to its marginal impact on youth unemployment, making schooling more relevant to career entry and progression is also likely to promote academic excellence. The specific components of an ideal educational program that promotes both youth employment and academic excellence are as follows:

- Provide ways to (a) define the appropriate amount and type of occupational training for youth; (b) determine appropriate responsibility for conducting such training among public and private agencies; and (c) provide the types of training that the community wants and the labor market requires.
- Provide a sufficient array of experiential learning opportunities, including youth entrepreneurial and voluntary service activities that allow students to learn and (possibly) earn in a work setting.
- Provide job placement services that allow youths to get part-time, full-time and summer jobs, whether they are in school or out of school.
- Provide career information services, like the DOL demonstration program, that make available occupational and educational information that is accurate, locally relevant, and up to date.
- Provide adequate guidance, counseling, recruitment, and referral services to help youths seek, find and hold jobs.
- Provide opportunities to learn basic skills by integrating instruction in these skills with work experience.
- Provide intensive social and job development services for youths most in need.
- Develop systems for private sector employers to get involved with CETA youth programs.

Curiously, YEDPA and the Vocational Education Act (VEA) already authorize almost all of the above activities. Some communities have packaged these activities effectively but many have not. The question remains, however, why these federal laws have not resulted in more changes in the schools that facilitate an effective transition (from school) to work. My opinion is that YEDPA and VEA have the opposite defects: YEDPA is probably not categorical enough, for it authorizes a wide range of career development services, whereas VEA, which has been around much longer, is probably too categorical.

Specifically, almost all of the YEDPA resources have been used for supported work experience programs, whereas according to a recent Labor Department study, only 5 percent of the funds were used to develop effective transition services for all students, e.g., career information and placement services. This is not surprising given CETA agencies' familiarity with supported work programs. Nonetheless, for transition services to occur in more places, specific categories like "state career information systems" and "school-based placement services" should become part of the youth employment reauthorization.

VEA, on the other hand, is perhaps too categorical, because it promotes vocational training and does not generally permit funds to be used for supported work experience or transition services. VEA should probably be decategorized so that these resources can be used by schools to complement YEDPA and thereby provide to non-disadvantaged students many of the same opportunities that disadvantaged students and out-of-school youths can get from YEDPA. Specifically, VEA should be decategorized and broadened to put (paid and unpaid) work experience, career education, and transition services (guidance, information, and placement) on an equal footing with vocational skill training.

This permissive strategy may result in the redirection of skill training funds to support these other activities. There is no evidence to suggest, however, that this would do any harm. The advantages of consolidation (of VEA and the Career Education Incentive Act) are that schools and state agencies would be relieved of a certain amount of monitoring and paperwork and would have greater flexibility in developing their own strategies to improve the transition from school to work.

III. Improvements in Employment and Training System to Reduce Youth Unemployment

Earlier I implied that no matter how efficient and no matter what the magnitude of the employment and training system, the youth unemployment problem cannot be solved by that system alone. The most difficult issue to be faced by the federal government is determining how much is enough for such programs. More specifically, we need better methodologies for estimating the point at which enrolling more youths in the program will not yield benefits commensurate with the added cost. Unless we do a better job in making such estimates, we should not be surprised by taxpayer revolts and "meat cleaver" approaches to reducing government expenditures. Stated another way, if our standards for appropriating funds are low, it should not come as a surprise that the public will use low (or wrong) standards for cutting back—witness Proposition 13 in California.

Acknowledging the limitations of our knowledge of overall program impact, while accepting the probability of continuance of our CETA system, I would say that the major challenge before this system is management: how can available resources be stretched maximally to get the greatest results for the greatest number? For the purposes of this testimony, the major question is: what legislative changes would result in a more cost-effective system? Briefly, some of my thoughts are as follows:

1. Consolidate youth employment programs. Different categories of programs with separate age and income eligibility requirements result in too much paperwork and takes staff time away from program development and management. This problem could be resolved by eliminating YIEPP and YCCIP, and consolidating YETP and SYEP.

2. Authorize subsidized jobs in the private sector for a limited period of time. Poor youths should have access to the multitude of career-related jobs that exist in the private sector. Certainly, some safeguards would have to be developed to avoid preferential treatment to certain companies or industries.

3. Assure demonstration and dissemination of successful practices. There is very little in the manpower field that has not been invented. This information needs to be shared and used.

4. Establish a federal-local matching program to provide transition services (career guidance, information, placement) to all youth, with priority service given to those most in need. These services should be provided to all youth because income certification requirements generate unnecessary paperwork which deters the development and use of such services

5. Arrange a sequencing of supported work experiences so that disadvantaged youths can progress up career ladders. All too often older youths get the same kinds of work and pay that they had when they were younger. This has neither developmental nor motivational value and leads to apathy and alienation.

6. Strengthen CETA-school linkages through (1) increased setasides, (2) mutual sign-offs, (3) the provision of joint technical assistance, training, and dissemination by the Departments of Labor and Education, and (4) the consolidation of federal vocational and career education programs through formula grants passed directly to local education agencies.

When the history of YEDPA is written, I suspect it will be remembered more as an education bill than one to reduce youth unemployment. The Department of Labor has an excellent opportunity to use funds as a lever to assist schools in broadening their approach so that youths traditionally not well served by the educational system will obtain value from it. One vital arena for change is to make education more experiential and to link educational to work experience so that performance of both is enhanced.

7. Reduce proliferation of federally supported information systems and provide federal leadership and expertise to assure that information disseminated by these systems is accurate, up-to-date, and locally relevant. Centralize the State Occupational Information Coordinating Committees, DOL's demonstration Career Information Systems, and HEW's Educational Information Systems under the National Occupational Information Coordinating Committee (NOICC) and assure that NOICC has adequately prepared staff to provide leadership to both program planning and career guidance efforts. To not do so will result in the continuance of turf fights and relatively poor information for users.

8. Develop an evaluation system for youth employment programs that measures both intermediate and long-range program results, as well as the quality of program inputs. Though this is conceptually difficult, to not evaluate will provide no evidence for program expansion or contraction, or for allocating funds between service deliverers and program areas.

IV. Conclusion

Though redirecting resources and activities within the educational and CETA systems can have some impact on youth unemployment, there is cumulative evidence over a 15-20 year period that these human resources programs alone will not solve the problem. At the expense of quality, sufficient funds can indeed solve the quantitative problem, but this would be a disservice for both the client and the economy. Clearly, new ways must be found to merge human development with economic development so that one can help effect the other. Moreover, due to constraints on our economy that will make it impossible to create enough productive jobs for all that want them, serious consideration should be given to voluntary means for redistributing these jobs among the different segments of our labor force.

The major issue, then, is whether or not government should continue to increase appropriations for programs that have value for some but yet which have a poor track record in solving the youth unemployment dilemma. My preference would be to hold these programs at current funding levels and to invest new resources in demonstrating how different economic development and work-sharing approaches can result in better employment opportunities for youth.

Social Policies to Reduce Youth Unemployment: Lessons from Experience and the Potential of Recent Initiatives*

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1.0 INTRODUCTION

Although youth unemployment rates move with the business cycle, the basic youth unemployment problem is structural. It occurs mainly for non-white youths regardless of sex, and has been particularly severe during the 1970's. As is well known, unemployment rates have generally been elevated during this period, partly as a result of the maturing of the baby boom birth cohorts (see, for example, Easterlin, 1978). Less well known, perhaps, is that the racial differential in youth unemployment worsened during this period, despite the successes in equal employment efforts occurring in other sectors of the economy, and the economy-wide successes in narrowing wage rate differences between black and white workers. Unemployment rates persistently in excess of 35 percent for black youth (see, for example, Congressional Budget Office, 1978), in combination with high rates of school dropout among this group, suggest the possibility that an age group of individuals subject to particularly extreme levels of permanent economic impairment is being created.

In addition, the choices which face youths among work, schooling, leisure and other time-using activities such as military service complicate the analysis of, and solutions to, the problem of youth joblessness. For example, for teenagers, attending school rather than working full time may be the most socially desirable activity.

Indeed, one can redefine the youth unemployment rate to include school attendance and military service as activities comparable in value to employment for youth. The number of youth unemployed stays the same, but the number of youth engaged in gainful or productive activity increases, thus lowering the youth unemployment rate. Under this assumption, the problem of youth unemployment practically disappears for male and female white youths aged 16 through 24. The severe structural problem for black youths remains, but its relative severity decreases dramatically for 16 and 17 year old blacks, while remaining substantially unchanged for black youths aged 20 through 24. (See Wachter, 1979.) In short, while there is controversy over the significance and meaning of the conventional youth unemployment measure, there is not doubt that the problem exists for black youths and is severe. The worst problems, both for the present and for the future, lie with those youths who are neither in the labor force (whether working or unemployed) nor in school. One program evaluation criterion must be the ability to reach and hold individuals such as these.

A combination of demand and supply factors has been discussed as the possible or principal cause of this youth joblessness. However, the proportionate contribution of the separate factors has not been identified. Some of the problems, such as lack of skill, can possibly be remedied by the various combinations of employment and training programs and services that are offered to youth. Other factors, such as race, sex or age discrimination, minimum wages or other labor market rigidities or a high concentration of low quality jobs for youth have not been directly addressed by present program initiatives. An analysis of the interaction between schooling and work, both during the summer and the school year, with and without such programs, and, as youths progressively age, should provide insight into the likely success of recent policy initiatives. We begin by setting such initiatives within the context of previously established programs.

2.0 CURRENT PROGRAMS IN THEIR HISTORICAL CONTEXT

The approaches by Congress and the several administrations to the solution of the youth schooling and joblessness problem have been multi-focused and diffused. Various target groups have been specified, including no target group at all. That is, for some programs, all youths have been eligible regardless of income or employment or schooling status. A variety of program treatments has been designed to accommodate various aspects of the problem. Subsidized employment to reduce summer joblessness has been a major program ever since the development of the Summer Neighborhood Youth Corps. Various concepts of subsidized job programs, some as venerable as the Civilian Conservation Corps, first begun in the 1930's, are active. Skill training and basic education programs of all types are in force. Such services are often provided in combination with subsidized jobs and a variety of other supplementary services. Whether they provide training or jobs, these programs are generally characterized by short duration; where subsidized employment is concerned, the jobs typically involve little skill and few opportunities for training, advancement, or both. Thus, such approaches may not be too effective in alleviating what appears to be a severe structural problem.

What does, in fact, work? The few most reliable studies of the impact of youth employment and training programs indicate a decidedly mixed picture. To begin with, the evidence suggests that black youths do not benefit as much as other racial groups. This is disturbing since, by all major indications, this is the group most in need of assistance. Other results are as follows:

- Work experience alone does not appear to improve the employability or school attendance of youth, especially for ill-defined jobs with inadequate supervision.
- Work experience may be more effective when combined with other services, including, in particular, placement services and skill training.
- Skill training appears to be effective, but its effects decay rather rapidly over time. Some estimates suggest the decay rate may be as high as 15 percent per year. Furthermore, to be effective, skill training must be linked to known labor market opportunities.
- Of all the services offered youth, other than skill training and work experience, placement services seem to be most effective. Services aimed at changing personal values and personality traits, such as motivation, have not been notably successful.
- Failure to maintain minimum behavioral and program performance standards is self-defeating.
- Success in the work place is directly related to basic writing, communication, and computational skills.

For further discussion of these results, see Barclay, et al.; 1979; Mallar, et al.; 1978; Mangum and Walsh, 1978; Smith and Pitcher, 1973; Stromsdorfer, 1972.

These results point to several implications. Low skill work experience on subsidized jobs is insufficient by itself to solve the black (and other minority) youth structural unemployment problem in other than a short-run, stop-gap sense. Jobs must be linked to training. They must be sufficiently skill-intensive to provide a reasonable component of on-the-job training and a positive value of output. Job experience and training must be of relatively long duration, as in the Job Corps. Standards of performance must be set and enforced both for program managers and program clients. And the program must not displace equally deserving individuals. If displacement does occur, it should only affect individuals who can easily find other employment.

A program's ability to reach its target population must also be considered. There is always the self-selection problem, in which those who least need assistance are often the first to join. From a different perspective, low quality jobs or training will fail to attract youth or will fail to sustain the interest of participants. On the other hand, high quality subsidized jobs may have the perverse effect of drawing youths out of school. Finally, there is the problem of reducing dependency upon the subsidized job. The better the job is, the greater the incentive for persons to want to keep it. The lower its quality, the more likely that individuals will ultimately leave it for jobs in the conventional (unsubsidized) sector of the economy. If low quality is not the means to discourage long tenure in such jobs or training, then time constraints must be placed on such opportunities. Since such constraints are essentially arbitrary, they can contribute to poor design. For example, just as a youth begins to achieve good work habits he may turn 20 and be terminated from the program. Programs ought be be designed so as to systematically test alternative solutions to problems such as these. However, such a systematic approach to program design does not yet exist, even among the demonstration initiatives of the "Youth Employment and Demonstration Projects Act of 1977," although considerable knowledge can be gained from the policy initiatives established by that Act. This paper discusses in detail one major demonstration initiated by the Youth Act, the "Youth Incentive Entitlement Pilot Projects (The Youth Entitlement Demonstrations)."

3.0 THE YOUTH ENTITLEMENT DEMONSTRATIONS

The function of these Youth demonstration projects is to demonstrate:

> the efficacy of guaranteeing otherwise unavailable part-time employment, or combination of part-time employment and training, for economically disadvantaged youth between the ages of sixteen and nineteen, inclusive, during the school year who resume or maintain attendance in secondary

> school for the purpose of acquiring a high school diploma or in a program which leads to a certificate of high school equivalency and full-time employment or part-time employment and training during the summer months to each such youth. (Title II, Part C, Subpart I, Sec. 325(a).)

Thus, through a combination of guaranteed employment and a properly planned education strategy, the intent is for disadvantaged youth to complete their secondary education or its equivalent. In turn, it is hoped that this "will lead to meaningful employment opportunities after they have completed the program." (Title II, Part C, Sec. 321.)

Of course, whether or not job guarantees for 16 through 19 year old economically disadvantaged youth will effectively encourage those in school to stay, and those out of school to return, is an open question. The answer to this question depends partly upon the desires and abilities of the youth themselves, and partly upon the details of program design and implementation. The major issues are:

(1) *At what rate will youths participate?* Which youths? Will the program be able to reach and enroll significant numbers of school dropouts, and how will this depend upon techniques of outreach? Is a minimum wage job a sufficient incentive to cause long-term dropouts to return to school? Under what conditions will program termination occur?

(2) *Will the program have any positive short-run effects?* Will program requirements of regular attendance and effort in school and on the job be enforced? Will meaningful work opportunities be provided? Will significant on-the-job training occur?

(3) *Will any perverse short-run schooling effects occur for participants?* For example, will youths devote less time and effort to school because they are involved with their jobs?

(4) *Will any perverse short-run labor market effects occur?* For example, there is some reason to believe that public service job creation involving significant value of output is almost invariably associated with some displacement (e.g. disemployment) of unsubsidized workers. (See Kesselman, 1978; Kemper and Moss, 1978.)

(5) Will the program have any positive long-run effects? Will significant numbers of youth remain in school until graduation, and will increased education exert significant positive effects on future employment and earnings? Will the work experience provided by the program itself have a positive effect on future employment and earnings? Will the extent of the effect decay as time passes? How rapidly?

The Entitlement demonstrations are coordinated by the Manpower Demonstration Research Corporation, under contract with the U.S. Department of Labor. MDRC has in turn engaged Abt Associates to conduct an analysis of program impacts. In this paper we discuss the youth unemployment and school dropout problem from the perspective provided by this evaluation effort. Our goal is to provide both a general introduction to program evaluation design issues in this area, and to report some early findings from the Entitlement Demonstrations evaluation itself.

As noted above, the Youth Entitlement Demonstrations are intended to overcome the perceived failure of previous work experience programs to both draw dropouts back into secondary school and to increase the school retention rate of potential dropouts. The program is intended to achieve this result by offering a subsidized job at the Federal minimum wage if and only if a student returns to or remains in secondary school or its equivalent. In addition, standards of academic performance and school attendance have been established in an effort to ensure that program experience represents a disciplined and monitored process. (See Table 1.) Apart from the age qualification, the program is targeted to youths who reside in low income households, and who have not received a high school diploma or its equivalent. The specific aims of the program are:

- To provide work experience and income;
- To bring youths back into high school; to reduce the dropout rate; and, to improve the quality and quantity of education both on the job and in school; and,
- To improve employment and education possibilities after youths leave the program.

TABLE 1

SCHOOL ACADEMIC AND ATTENDANCE STANDARDS IN THE YOUTH ENTITLEMENT DEMONSTRATION SITES FOR 1978, LARGE SITES ONLY

Site	School Standards	
	Academic	Attendance
BALTIMORE, MD	High School: 60 average GED: satisfactory progress	High School: no more than 4 unexcused absences per month GED: (none recorded)
BOSTON, MA	High School: passing grades GED: satisfactory progress	High School: 75% attendance GED: (none recorded)
CINCINNATI, OH	High School: "D" average[a] GED: satisfactory progress	High School: no more than 25% unexcused absences GED: (none recorded)
DENVER, CO	High School: satisfactory performance in at least 2 out of 3 subjects GED: satisfactory progress	High School: no more than 5 unexcused absences per semester GED: (none recorded)
DETROIT, MI	High School: passing grades in 3 subjects GED: satisfactory progress	High School: no more than 5 unexcused absences per semester GED: (none recorded)
KING-SNOHOMISH, WA	High School: passing grades in one subject ("D" average) GED: passing grades in 2 subjects	High School: no more than 5 consecutive absences or 7 total days in one quarter GED: (none recorded)
MISSISSIPPI	High School: passing at least 2 subjects (committee review of individual cases) GED: satisfactory progress	High School: (none recorded) GED: no more than 5 hours unexcused absences per month

NOTES: The standards shown are for the 1978-79 school year, and represent levels of performance and attendance required of youth in the Entitlement Demonstration. They do not necessarily correspond to the standards for satisfactory performance applicable to all school youth.

[a] A change to "C" grade average is under consideration in Cincinnati.

Data are from budget extension proposals for the 1979-80 Entitlement year.

Source: Manpower Demonstration Research Corporation, *The Youth Entitlement Demonstration: An Interim Report on Program Implementation*, New York, N.Y., April 1979, Table 28, p. 136.

For selected geographical areas, this is an entitlement program - sufficient funds have been provided to serve all eligibles who apply.

A minimum wage job is provided - part-time during the school year and full-time during the summer. Youths are free to join, quit, and then later rejoin the program if they so desire. We expect that the Entitlement Demonstrations will not be attractive to youths who wish to concentrate on school alone, to the exclusion of work. Since it provides a year-round job, it should be particularly attractive to those who wish to work, but are unable to find a job on their own. However, for those youth who wish to work, but would rather not be in school, the Entitlement Demonstrations may pose a difficult choice. The outcome of that choice will partly determine the success of the program in altering the situation of those youths most in need of assistance.

Research Design

Congress appropriated $115 million during the first year of the Entitlement Demonstrations, and, after negotiation between the Department of Labor and local prime sponsors, the program began in the spring of 1978, enrolling youths in 17 local labor markets.

Four of these labor markets were chosen as study sites for the evaluation of program impact on participants. The urban sites are Baltimore, Maryland; Cincinnati, Ohio; and Denver, Colorado. In the latter two sites the area of study (the Entitlement area) is the entire city; in Baltimore, the Entitlement area encompasses only one-third of the city. The fourth study site is made up of eight rural counties in Mississippi.[1] The four comparison sites chosen are, respectively, Cleveland, Ohio; Louisville, Kentucky; Phoenix, Arizona and a subset of counties in western and eastern Mississippi.[2]

A principal data source in this study is a longitudinal survey of eligible youths and their parents at the eight treatment and comparison sites. The study sample was selected in February-March, 1978. At that time household screening interviews were administered to a stratified random sample of about 130,000 households to determine the presence of program eligible youth. Enumerators subsequently returned to each of the program eligible households and secured baseline interviews with the eligible youth and their parents in the spring and early summer of 1978. This baseline survey captured information on demographic and family background characteristics, including family income and its sources, as well as on preprogram behavior with regard to schooling, training and work experience. The baseline survey was in no way identified with the Entitlement demonstrations. As a result of the screening and baseline interviews, a data set containing information on 7,553 youths and their parents or guardians was assembled. Table 2 uses these baseline data, restricted to sample members who were age-eligible for the program by June, 1978, to summarize the racial distribution of the sample across sites.

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[1] The Entitlement Area encompasses a band of counties across the southern portion of the state. Eight of them were selected for the survey: Adams, Claiborne, Covington, Franklin, Jefferson, Jones, Wayne, and Wilkinson.

[2] The comparison counties in Mississippi are: Clarke, Humphreys, Lauderdale, Shirley, Smith and Washington.

TABLE 2

RACIAL DISTRIBUTION OF THE SAMPLE BY SITE, 16-19 YEAR OLDS*

	Race					
Site	White	Black	Hispanic	Other	Total	N
Denver	15.7	29.0	51.6	3.7	100	1006
Phoenix	30.8	19.6	43.8	5.8	100	413
Cincinnati	17.9	80.8	0.8	0.5	100	1193
Louisville	32.8	66.3	0.8	0.2	100	629
Baltimore	8.2	90.3	1.0	0.6	100	1421
Cleveland	12.8	83.6	2.4	1.1	100	537
Mississippi Pilot	13.6	86.3	0.1	0.0	100	757
Mississippi Control	13.4	84.6	0.2	0.0	100	434

Number of Missing Observations = 25

*Sample restricted to those who would have attained at least their 16th birthday by June, 1978.

Early Results on Program Participation

The research design calls for the first assessment of short-run program impacts to be carried out by using the first two survey waves to compare preprogram behavior with behavior during the program period in pilot and control sites. With two survey waves available, one can ascertain the determinants of participation, as well as short-run impacts on school and work.

However, at the present time, only the baseline interview is available. (The second wave goes into the field during the fall, 1979.) In order to provide preliminary information on program participation, the baseline data set was merged with Management Information Data collected for all program participants at the sites. Table 3 summarizes program participation as revealed by this merged data set. Here the issue concerns how many of the 3,685 eligible youths in this sample are found to join the program, which individuals these are, and their subsequent tenure and experience in the proram.

The first result, and possibly one of the most striking, is that the enrollment rate is quite high. By the end of spring, 1978 (after fewer than five full months of program operation), 28.6 percent of all eligible youths had enrolled in the program. By the end of summer, 1978 this had increased to 36.3 percent, and by the end of the year fully 40.1 percent of all eligibles in the four study sites had enrolled. However, the program terminations are also high. By the close of summer, 16.1 percent of enrollees had left the program, and by the end of the year this figure had risen to 28.7 percent. In this situation, the characteristics of those terminated become particularly important. These are examined below.

Finally, Table 3 shows that by the summer, almost all enrollees were actually assigned to a job or training slot. (In fact, almost all of these were job assignments.) That the local prime sponsors were able to create sufficient jobs to meet the demand, and didn't find it necessary to warehouse youths in a "holding" status is an accomplishment when one considers the rapidity of program implementation.

Table 4 reports program participation rates as a function of youth background and prior schooling characteristics. As already noted, overall program enrollment is 40.1 percent. Here we see that Baltimore stands out with a participation rate of 50.4 percent, while the other three study sites cluster around 35 percent. Blacks are significantly more likely to enroll than are whites, a result which may be at least

TABLE 3

YOUTH ENTITLEMENT DEMONSTRATIONS PARTICIPATION, TERMINATION, AND JOB/TRAINING ASSIGNMENT DURING PROGRAM START-UP*, 1978

	Spring	Summer	Fall
Date of First Enrollment	1,053	285	138
Cumulative % of Sample Ever Enrolled	28.6	36.3	40.1
Date of Termination	22	194	237
Cumulative % of Enrollees Ever Terminated	2.1	16.1	28.7
Currently Assigned to Job/Training	734	1,197	1,194
% of Current Enrollees Assigned to Job/Training	69.7	91.0	94.8

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*All counts and rates reported here are from the merged data set in which the study sample of program eligibles in the four pilot sites was restricted to those youth who were 16-19 years of age for the entire period, February-December, 1978. This data set has 3,685 cases.

TABLE 4

YOUTH ENTITLEMENT DEMONSTRATIONS PARTICIPATION BY YOUTH BACKGROUND AND PRIOR SCHOOLING CHARACTERISTICS*

	% Enrolled	Number of Observations
By Site:		
Denver	36.2	846
Cincinnati	34.3	1011
Baltimore	50.4	1188
Mississippi	35.8	640
TOTAL	40.1	3685
By Race:		
White	15.3	484
Black	45.7	2695
Hispanic	34.9	475
Other	32.3	31
By Sex:		
Female	41.3	1913
Male	38.9	1772
By Age in February, 1978:		
16-17	48.6	1462
17-18	40.9	1267
18-19	26.5	956
By Highest Grade Attained at the Close of the 1976-77 School Year:		
5-7	19.5	164
8	39.3	366
9	44.1	1055
10	46.0	1199
11	31.6	754
GED	37.8	119
By School Enrollment, 1976-77:		
Not Enrolled in School at all	18.7	374
Enrolled at some time	42.6	3311
Not Enrolled all Year	19.7	735
Enrolled all Year	45.4	2936
By School Enrollment, 1977-78:		
Not Enrolled in School at all	12.7	638
Enrolled at some time	45.9	3047
Not Enrolled all Year	20.6	1198
Enrolled all Year	49.8	2473

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*Data source same as Table 3.

partially confounded with the high share of Baltimore eligibles who are black. Hispanic youths are more likely to enroll than white youths, and younger individuals are also significantly over-represented among program enrollees. Participation in Entitlement rises with highest grade attained, a result which suggests that the program is most attractive to those youths making regular progress in school. (The lower rate for those who had completed 11th grade by the end of the 1976-77 year may be due to the imminence of high school graduation, and therefore, ineligibility, as the program was starting up.)

The final panels of Table 4 lend further support to the negative relation between prior schooling and program participation. Program participation rates for those recently enrolled in school are more than double those for youths not recently enrolled. This raises the possibility that the Entitlement Demonstrations will exert only a limited effect in returning dropouts to school because of its limited success in enrolling them in the program.[1] Future work with these data will place particular emphasis on this issue.

Table 5 parallels this analysis, but focuses upon termination rates of participants. We see that these are highest in Denver, a result in keeping with the baseline analysis finding that Denver exhibits the strongest conventional sector demand for youth labor (see Barclay, et al., 1979). We also find low termination rates for blacks, 16-year olds, and youths who had completed 9th or 10th grade at the close of the previous school-year. Perhaps most important, youths who were previously enrolled in school also show low program termination rates. This result complements those for program participation, and provides further evidence that Entitlement is most attractive to youths more strongly attached to school.[2]

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[1] However, it should be noted that many program operators did not devote substantial resources to reaching out-of-school youths, so that Entitlement's capacity for appealing to these youths has not as yet been adequately tested.

[2] See Farkas, et al., 1979, for multivariate analyses which further support these results.

TABLE 5

YOUTH ENTITLEMENT DEMONSTRATIONS TERMINATION BY YOUTH BACKGROUND AND PRIOR SCHOOLING CHARACTERISTICS*

	% Terminated	Number of Observations
By Site:		
Denver	49.3	306
Cincinnati	22.5	346
Baltimore	29.4	598
Mississippi	20.2	228
TOTAL	30.5	1478
By Race:		
White	45.2	73
Black	27.8	1229
Hispanic	42.2	166
Other	6.0	10
By Sex:		
Female	30.0	790
Male	31.1	688
By Age in February, 1978:		
16-17	18.6	710
17-18	37.3	518
18-19	50.4	250
By Highest Grade Attained at the Close of the 1976-77 School Year:		
5-7	43.8	32
8	24.3	144
9	20.2	465
10	20.1	552
11	66.0	238
GED	53.3	45
By School Enrollment, 1976-77:		
Not Enrolled in School at all	50.0	70
Enrolled at some time	29.5	1408
Not Enrolled all Year	47.6	145
Enrolled all Year	28.7	1333
By School Enrollment, 1977-78:		
Not Enrolled in School at all	35.8	81
Enrolled at some time	30.2	1397
Not Enrolled all Year	39.7	247
Enrolled all Year	28.7	1231

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*% of 1978 Enrollees who terminated during 1978. Source: Same as Table 3.

Finally, Table 6 summarizes over-time patterns of job/training assignment for program participants. We see that except for not-participating, the most usual pattern is "011" or "111," indicating that employment is relatively regular once participation in the program is begun.

TABLE 6

OVER-TIME PATTERNS OF
YOUTH ENTITLEMENT DEMONSTRATIONS JOB/TRAINING ASSIGNMENT*

Spring, 1978	Summer, 1978	Fall, 1978	N	%
0	0	0	2298	62.6
1	0	0	10	0.0
0	1	0	45	1.2
1	1	0	124	3.4
0	0	1	164	4.5
1	0	1	2	0.0
0	1	1	430	11.7
1	1	1	598	16.3
			3671**	

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*Ever held a job/training assignment during each of the three time periods. Thus, the pattern "000" indicates that a person never held a job or training assignment in any of the three time periods. Source: Same as Table 3.

**There are 14 missing cases.

4.0 THE CURRENT LEGISLATIVE SITUATION

In spite of the fact that our knowledge about youth schooling and employment behavior is somewhat fragmented and our knowledge of how youth employment and training programs work is ambiguous, Congress is moving ahead with new legislative initiatives.

These efforts may well be premature if we are interested in achieving significant changes in the employment and schooling behavior of youth. The Job Corps appears to work, but "stand-alone" work experience programs may not, and the evidence is not yet in on the Entitlement Demonstrations. In light of these considerations, renewed tinkering with the current laws does not appear justified. Rather, strong efforts should be made to increase the management efficiency of existing programs and time should be allowed for evidence to be developed on existing experiments and demonstrations.

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POLICY PAPER ON YOUTH EMPLOYMENT

FROM LEWIS J. CARTER, DIRECTOR
N.A.A.C.P. LABOR DEPARTMENT
SEPTEMBER 25, 1979

REQUESTED BY

COMMITTEE ON EDUCATION & LABOR
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY & VOCATIONAL EDUCATION
U.S. HOUSE OF REPRESENTATIVES
CONGRESS OF THE UNITED STATES

U.S. REP. CARL D. PERKINS
CHAIRMAN
ELEMENTARY, SECONDARY &
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CHAIRMAN
N.A.A.C.P.

DR. BENJAMIN L. HOOKS
EXECUTIVE DIRECTOR
N.A.A.C.P.

PREFACE

On behalf of the N.A.A.C.P. Board and staff, we welcome the opportunity to present our views to the U.S. House of Representatives' Committee on Education & Labor, on the priority issue of Youth Un-employment.

Black and other minority youth un-employment, as this paper will indicate, constitutes one of the highest priority concerns of the N.A.A.C.P.

We maintain and continue to work strenuously with this nation's private and public sector to find and create policy postures designed to combat this persistent social and domestic problem.

INTRODUCTION

The N.A.A.C.P., the largest and most influential civil rights organization in this country with over 1700 branches, youth councils and college chapters, was formed in 1909 by a group of black and white citizens to combat racial discrimination and injustice that black Americans and other disadvantaged suffered solely because of racial, ethnic and religious backgrounds.

These units are augmented by seven regional offices, the Washington Bureau in Washington, D.C. and our National Headquarters in New York City. Our membership is composed of approximately 500,000 persons and is directed by Dr. Benjamin L. Hooks. Its Board Chairperson is Attorney Margaret Bush Wilson.

For seven decades the N.A.A.C.P. has led the civil rights battle to destroy barriers to equality for black and socially disadvantaged Americans in education, housing, voter education, communications, military injustice, legal and civil rights laws, and most importantly the employment needs of our adult and particularly youth constituency, which this paper will attempt to address.

ANALYTICAL DEFINITION OF THE BLACK YOUTH PROBLEM

For over a decade the un-employment rates of black workers have remained almost double those of their white counterparts on an annual basis. Black youth who are now in their early twenties were able to begin their adolescent years in a relatively low period of economic crisis for blacks. However, in each succeeding year since 1969 there has been an economic crisis of major proportions facing the black community. Black teenagers entering adulthood in the 1980s face a different world than even those youth of ten years ago. First, they will comprise a major segment of the younger population in the nation. Thus, they will be in competition with many age groups for resources. Second, the social and economic emphasis of the country is gradually moving towards scarcity of resources and conservation. There may be fewer resources for youth. Thirdly, there is increased competition for many entry-level jobs which black youth might obtain. As of 1979 un-employment rates for black teenagers were ranging from 40-60 percent of those youth 16-19 years old. These rates were almost triple those of white youth, and there were only temporary programs on the horizon to ease this burden. In the central cities of our nation this waste of human capital is a potential bombshell. Many of these youth do not believe that people in power care about their plight, and they often realize that those who do care do not have the resources to institute significant changes.

ANALYTICAL DEFINITION OF THE BLACK YOUTH PROBLEM

The first and most difficult question is why the strong emphasis on black teenage un-employment? The answer to this question partially defines the problem and provides clues to the solution.

For a nearly twenty year experience, over-all black un-employment has more than doubled that of their white counter-parts, even in times of economic and job-market prosperity.

This problem triples itself, when affixed to the category defined as black teenage youth, age 16 through 21.

Although resultant studies, plans and fiscal initiatives both private and public, have been applied to remedy this situation, much of which has been directed in good faith and with positive intent, the N.A.A.C.P. suggests that little "real" progress in eliminating black teenage un-employment has occurred.

B.L.S. Statistics of the U.S. Department of Labor continue to bear out our statement of concern.

More importantly, the persistence of this un-channelled, and/or currently unproductive member of American society contains within its body, the potential for what could be described as a social time-bomb.

Black teenage un-employment is first of all a problem relating to the extension of the black workforce. The two recessions during the 1970's and the continued movement of plants out of areas with large concentrations of black youth was weakened by the fact that in the late 1970's the adult black un-employment rates were up to and above 15% in many cities. Many of these adult men and women had not worked steadily for long periods, and their models for youth were not encouraging. The difficulty that these reference models present within the immediate environment cannot be overlooked. The governmental planners often did not want to admit this reality, and this is why there existed the range of youth demonstration programs in the late 1970's.

The second problem within the framework of black teenage un-employment relates to the national economy. Our nation now, is living with double-digeted inflation, with most economists forcasting a recession. What is a recession for white America, becomes a depression for black Americans, and particularly their youth. Structural un-employment is not only a skills match for the individual, but a decision by institutions to invest in long term human capital development. Few states, or cities have made this commitment. As a result the age group 16-21 is often the victim of a changing job environment in which they are poorly advised about their options and the degree of investment. This perhaps is the critical tragedy. The nation appears to be searching for an investment strategy in black youth at a time when interest in human capital development has been on the rise among a range of special interest groups.

The third point relates to the difficulties of regional models of development among black youth. The problems of black youth and employment need to be placed in a regional perspective. Although, one in every three black teenagers in the nation lived in the central cities of the thirty largest metropolitan areas in 1976, the un-employment rates when related to the (a) overall un-employment rate of the area, and (b) black adults varies. The usual rule of thumb is that the black youth un-employment rates (16-19) are two - three times higher than the rate for all blacks. The ratio goes up in the older industrial areas such as Buffalo, Philadelphia, and Detroit. This is a reflection of the economic base and the rates for all workers. The exceptions to the more than double rates in the northern cities in 1976 were Minn-St. Paul and Newark. In the west the rates for black youth were generally three times higher than the overall rate for all blacks, and the same was true for the southern cities. The key aspect of the youth un-employment for blacks is to define the type of growth which is occurring in the area and the overall opportunity for blacks (growth and decline per se are not adequate reasons for explanation of the un-employment rates of black youth). New York City cites B.L.S. figures of 47%, and a adjusted un-employment rate of 60-70% in 1979 for black youth, and the number of jobs have been declining steadily. By contrast, Houston is a growing area and the un-employment rates for black youth remain high. B.L.S. figures for Houston 39.5% and adjusted rates 50-60%.

The data suggests that stronger approaches to the problems of black teenage un-employment need to be developed that incorporate:

1. Programs which will encourage many youth to seek advantages outside their environment.
2. Programs which recognize the regional variations of black youth un-employment.

Program Operation

In order to reduce the overall un-employment rate for black youth, several programs need to be addressed:

1. A thorough research task needs to be started which identifies the views and needs of companies in the private sector regarding black youth.

2. The problems and needs of industries by regions and cities would then be used for program development.

3. Black youth need an intermediary between youth, schools, and industries. The black family is often frustrated in advising because of their problems with the economy, and because they simply are not aware of the labor market. It is unfair to ask teachers to serve each of these functions. Thus, a intermediary group is needed which (a) links occupational goals with industries and youth, and (b) provides a center for advising, teaching, and structuring a relationship with local labor markets. These centers would be located in predominantly black colleges. The N.A.A.C.P. is not in the job-training business and lauds the work of the National Urban League, O.I.C., and others in that area. But, we are presenting a program and a plan that deals with the existing work force, that we feel if committed to by business and industry, with no federal ties needed, can cut in half the black youth un-employment, this nation suffers today.

First, it seems to us, that before program designs can be implemented to curb some of the aforementioned ills, the nation has to examine its institutional failures, particularly the educational system. This is but one aspect of the problem, but it is a critical dimension. It links directly with our broader concern; how can the nation provide a framework for its un-employed. Politically, we support the initial full employment aims of the 1946 governmental legislation, and the current Humphrey-Hawkins Full Employment Act. If these approaches were fully recognized and complied with by both the public and private sectors of this country, we could move forward. After all, these legislative efforts are approved laws of the land.

Currently, the N.A.A.C.P. is negotiating nationally, with a program design that encourages and emphasizes linkage between the National Alliance of Businessmen, traditional black colleges and our Association. The following excerpts generally explain the concept. This program emphasis has generally been designed toward assisting black un-employed youth ages 16-24, but is applicable to the needs of black and other minority adults (male and female), who are searching for permanent employment.

The proposed program will be a tripartite relationship between three uniquely qualified American institutions. The first component of the relationship is the business and industrial community represented by N.A.B. As an association, N.A.B. has already emphasized their concern in public statements and in programs to upgrade the skills of black workers. However, we wish to move further in these efforts. The second component of the relationship will include the traditional black colleges. The colleges have an exceptional talent base of faculty and students with direct ties to black youth and adults. They have not been funded in most cases to develop linkages with black youth, and we feel that this is a major mistake in designing programs. The linkage is natural. The third component of the relationship will include the N.A.A.C.P. We can use our unique network of 1700 branches and over 450,000 members at the grass root level to seek out these un-employed persons and persuade them that the solutions we seek are real, not simply to get jobs, but to create a standby anchor that stimulates a climate which tells these individuals that there is, in fact, a real assurance of job upward mobility and permanency.

The program would operate in the following manner:

1. The N.A.A.C.P. in conjunction with the companies in N.A.B. will attempt to get each of the companies in the Fortune 500 to commit one percent of the domestic workforce to jobs for the chronically un-employed. This idea was put forth by David Mahoney, Chief Executive Officer of Norton and Simon and we strongly support the concept. We have also modified this concept to include moderate sized companies, that provide the majority of new jobs. In order to achieve a systematic approach to the effort, each company within N.A.B. will be asked to complete a short survey. They will be interviewed by a staff selected in conjunction with black colleges and companies and the N.A.A.C.P.

2. In the survey, each of the companies will be asked to outline what efforts would be needed in order to commit one percent of their job slots to our clients; problems they foresee in planning the effort, and related problems which could affect the long-term recruitment efforts.

3. Black colleges, the N.A.A.C.P., and companies will attempt to devise programs based on the surveys which are directed at the following goals: (a) increasing the number of work study programs between companies; (b) increasing the number of programs in black colleges which are linked to the long range needs of industries and (c) the creation of programs within black colleges where youth can strengthen those skills which will increase their long-range mobility in specific industrial workforces. The key aspect of black colleges is serving as an intervention agent to provide supportive mechanisms absent in the immediate environment of youth and the institutions where they have been educated.

This effort, we feel, if pursued by realistic commitment, is feasible and can be tested for effectiveness, and hopefully permanent employment results for the hard-to-employ.

In conclusion, we would like to leave with you, several other recommendations, as a by-product of our continuous work with the U.S. Labor Department, regarding C.E.T.A. legislation, particularly Title VII.

(1) Private Industry Councils (PIC's) are currently being established across this country, under fiscal provisions of Title VII of C.E.T.A. legislation. We (N.A.A.C.P.) encourage this development as a further linkage between the private and public sector. However, we feel that their work should be closely monitored, and extended to include the following:

(a) We encourage an enhanced membership role and function of marginal companies. Many of these firms provide the current major hiring experiences.

(b) Next, there is a need for the recognition of minority business participation on these councils. This is an excellent opportunity to build upon the relationship of these firms and the larger community on developing new job opportunities.

In essence our current view is that too little is known by major businesses, and labor, of the potential of marginal and minority companies contributions toward potentially expanded hiring and job development opportunities.

(2) We are convinced that the current tax incentive thrust of the U.S. Department of Labor is on target, toward stimulating private sector participation in new job development and permanent on-the-job-training opportunities for the currently defined hard-to-employ youngster. Therefore, we recommend that priority em-

phasis be given by the private sector, toward the utilization of such opportunities.

(3) As indicated previously, the N.A.A.C.P. is concerned with improving basic educational curriculum and concepts, that relate to the world of work. This indicates and suggests a closer working relationship between the public and private sector and our educational system. This recommendation is almost mandatory.

Although our presentation is not all inclusive, we remind this group in closing of one concern. An element of our American society sets forth a notion, that we have to accommodate a percentage and/or segment of our population that are un-employable and too poorly equipped, educationally and emotionally for the world of work. This, to the N.A.A.C.P. is debatable.

Our unequivocal position is that all measures and means available to the private and public sector of this country, have to be utilized to assure, as the Humphrey-Hawkins Full Employment Act states: that all working age citizens of this country be provided the opportunity for meaningful employment and a decent wage, rather than the socio-economic frustration, an alternative that this country currently bears, by not providing imaginative alternatives to curbing the chronic and long term un-employment status of the defined hard-to-employ, particularly the black and minority youth of this country. Thank you for your attention hereto.

To: House Subcommittee on Elementary, Secondary and Vocational Education

From: Alfred W. Pelletier, Chairman and President of Mack Trucks, Inc.

A Policy Paper on Youth Unemployment

In the past decade, the federal government has spent billions on programs aimed at helping the unemployed -- particularly the young and the black. And judging by its own studies, Washington concedes that the programs have not fared too well. Some critics put it more bluntly; they label the efforts a dismal failure, caused mainly by federal mismanagement that has led to fraud and abuse.

The truth, of course, is somewhere in the middle. There have been notable successes in training our youth for useful careers, but there is also overwhelming evidence of waste and disillusionment.

An overall view presents a profound irony. On the one hand, the government allots tax dollars to prepare young men and women for jobs. At the same time, we have 6 percent unemployment while employers claim they can't find enough skilled workers.

"Skilled workers are in such short supply that many big projects get delayed and some plants are forced to give up lucrative contracts," reports Mechanix Illustrated magazine in a recent review of the nation's job picture. "The real boom is for skilled workers in technical occupations. That's where jobs are begging for people."

Indeed, technical job offers start at about $12,000 to $15,000 and go up to between $20,000 and $25,000, some even higher after a few years experience. A typical assessment was made in 1979 by member companies of the National Machine Tool Builders Association, who say they are "finding it impossible to obtain an adequate supply of skilled workers in most industrial cities."

As a trucking industry executive, I couldn't agree more. For example, the American Trucking Associations estimate that an additional 12,000 diesel mechanics will be needed by 1984. "The way things are going," says an ATA staff engineer, "the figure might as well be 20,000."

Why this predicament? Why is there a shortage of such talent? Put another way, how can we upgrade our nation's employment and training system to reduce youth unemployment?

In my opinion, the answer is twofold. First, there must be a change in the national attitude toward vocational students. These youngsters are often stigmatized as having substandard brains, too dumb to be accepted by universities. Secondly, vocational training must conform to the job market. The Young Adult Conservation Corps and similar projects may keep kids busy temporarily but they are hardly conducive to career preparation.

Fortunately, there is a growing public awareness of both these problems. College is not for everyone, the record shows, and in many instances we have frittered away money on superficial vocational instruction. These realities have existed for years. I have addressed them before, so I am pleased to find that at least one of them -- inadequate vocational training -- is getting Washington's attention.

In September 1979, a Congressional coalition issued a report stating that the Northeast and Midwest are wasting much of the federal money they receive for job training by failing to train workers in skills needed by local industries. The report, released by the Northeast-Midwest Congressional Coalition, a bipartisan organization of 213 Representatives, was right on target. It said that although 18 states in the Northeast and Midwest are allotted more than half of the nation's Comprehensive Employment Training Act (CETA) funds, the grants were not being used effectively; people are being taught skills for which there is no demand.

To again cite my own industry, a frequent complaint of former diesel mechanic students is the equipment used in classrooms. Some technical schools have engines that survived World War II. Thus students may have only a marginal familiarity with a modern diesel when they enter the job market. This is not to condemn all vocation schools, but the first-rate ones are the exception.

For the most advanced industrial nation in the world to rely on yesterday's technology is inexcusable. A company with old-fashioned manufacturing methods is buried by its competition, and youngsters trained with outdated equipment are equally hampered. For these reasons, Mack Trucks puts its money where its mouth is. Each year we spend more than $100,000 to provide high school trade programs and vocational schools with modern Mack engines, transmissions and other components.

According to the Congressional coalition, a major problem in the Northeast is a shortage of skilled workers, like machinists. Businesses requiring such workers are wary of settling in the Northeast, and existing plants are sometimes forced to move because of the shortage.

At least one state, South Carolina, attributes much of its recent economic growth to its fit-the-training-for-the-job philosophy. Under this state's program (begun, incidentally, in 1961), South Carolina officials meet with employees interested in locating or expanding facilities in their state. Together, they determine what type of skilled workers a concern will need, and the state finds the workers and trains them. All training costs are borne by South Carolina. The plan is so practical one wonders why it hasn't been copied nationwide.

South Carolina's action implies that it considers CETA programs, which have an $11 billion budget in 1980, inflexible and ineffective, a nightmare of federal bureaucracy. "One of the problems with CETA," admitted Labor Secretary F. Ray Marshall, "has been its failure to have a working relationship with the private economy."

But the times are changing. Although the jury is still out on the Private Initiative Program, a new provision geared to make CETA jobs a source of permanent employment in private industry, the plan sounds promising. Under the program, which is designed to help disadvantaged groups such as minorities and young people, industry and others are joining with the federal government to correct haphazard job training.

CETA sponsors, working with "private industry councils" around the country, recruit the unemployed to be trained by companies at CETA expense (near the minimum wage level). The companies provide the supervision and machinery/equipment. Once the training is completed, the students are hired by the participating companies.

Since last summer, contracts of $25,000 each have been awarded to 34 CETA sponsors nationally to establish private industry councils, which are composed of business groups, community leaders, educators and members of organized labor. One of the program's most laudable features is its relative lack of red tape. Some training sessions have begun only six weeks after a company decides to participate.

The significance is that students are being given relevant instruction, not training for dead-end, broom-pushing jobs that have no connection to the real needs of industry. We are on the right track here, and we should offer more of this kind of guidance.

Because of an unusual phenomenon, we are now in an excellent position to cripple a persistent foe of vocational education: snobbery. For many the American Dream has included a college degree -- no responsible parent would urge their children to bypass college to become a secretary or apprentice electrician. This obsession has become so ingrained that one educator aptly termed it "sheepskin psychosis."

But a combination of factors, among them draft deferments for Vietnam era students, has produced a bumper crop of university graduates. A number of these people majored in the classics and similar disciplines; most employers simply do not require their skills. Ph.D.'s are driving taxis. Others resort to "hiding" their degrees after repeatedly being rejected as overqualified for routine jobs. Still other graduates -- and there's the irony -- are enrolling in vocational schools to learn marketable skills.

The college diploma has become an oversold commodity.* I fully agree with the dean of admissions of one selective college who, during the frantic rush for diplomas in the early 1960s, argued: "If it were socially acceptable for a boy to go to work after high school, then two years later he would not suffer the kind of community pressure and high school pressure that comes from being rejected from college today, or not being good enough to get in, or not going where his parents went. By the time he was 20, he would either be established in a job which both he and the community found acceptable, or he would now be ready to apply for college admission if he found reasons why he should."

This reminds me of Humphrey Bogart's comment when he was presented an Oscar many years ago. "Every Oscar candidate should be required to recite some Hamlet," he said, implying that the complete actor should be comfortable with Shakespeare. But Bogart proved that an actor's skill in classical drama isn't necessary in order to succeed. Nor will the public discount him because of this gap in his training. Business leaders should think likewise; they should be less rigid in their criteria for choosing candidates for the executive ladder. Graduate business schools, for example, are valuable but not the only training grounds for running a successful company. Instead, future executives might consider a technical background.

Take my own career, for example. Upon graduation from high school, I enrolled in a technical school and later became an apprentice mechanic.

Eventually, I held such jobs as journeyman mechanic, shop foreman, service manager, distributor sales manager, branch operations manager, sales manager, and general manager. I served successively as executive vice president and then president of Mack Canada. My present role is chairman and president of Mack Trucks, Inc.

The point is I do not have a college degree. My success stems from a technical school diploma I earned as a teenager.

It is a mistake to believe that vocational students are shortchanged in education of the "whole person." Hopefully, studies now underway at the National Center for Research in Vocational Education, operating at Ohio State University with a $25 million grant, will help enlighten those who link technical training with narrow interests.

How effective is vocational education? One of the few longitudinal studies on this question was conducted more than 10 years ago by the American Institute for Research. In its inquiry, AIR surveyed the post-high school occupations of 10,000 vocational and 3,000 academic graduates selected from 100 high schools in 38 states. These people had been graduated for periods ranging from 2 to 11 years. Included in the report:

- Vocational and academic graduates without a college education revealed no difference in conversational interests, leisure-time activities, and affiliation with community organizations.

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* In 1977, the Survey Research Center at the University of Michigan questioned a broad cross-section of American workers. Among the findings -- 32.2 percent were overeducated for their jobs and 35.6 percent had skills that could not be used on the job.

- Vocational graduates got their first full-time jobs after graduation much sooner than the academic graduates.

- Vocational graduates had greater accumulated earnings over the 11-year period covered by the survey than the academic course graduates who had no college education.

Let me emphasize that I am not downgrading higher education. Instead, I wish to reiterate that college is not essential for the "good life." More people are beginning to realize this. Industry and government alike should capitalize on this new-found recognition. As American Education magazine noted in 1979: "The situation insists that vocational education come of age."

A notable effort in this respect is the Vocational Industrial Clubs of America, Inc. (VICA), which prepares students for futures in trade, technical, and health occupations. The only national organization of its kind in the U.S. VICA has a membership of more than 240,000 students in high schools, vocational schools, and community colleges. Its goals include the fostering of "respect for the dignity of work" and the promotion of "high standards in trade ethics, workmanship, scholarship, and safety." The 13-year-old club is built into the classroom situation, with the adviser-teacher setting aside time during class for meetings.

An annual VICA event is its Skill Olympics, of which Mack Trucks is among the sponsors in the heavy-duty equipment mechanic category. The day-long competition draws some 1,600 winners from state contests and students vie for medallions in job skills and leadership qualities.

Such activities also boost the morale of shop instructors. They are encouraged to keep abreast of new technology and, hopefully, to lobby for up-to-date equipment for students.

In sum, VICA symbolizes what our country needs badly: a skilled young work force to safeguard our economy's future. With more VICA-type endeavors, we would no longer have to ask how we might improve the training and employment of our youth.

# # #

ROOT CAUSES OF HIGH INCIDENCE OF YOUTH UNEMPLOYMENT AND POLICIES FOR ADDRESSING THE PROBLEM

A POSITION PAPER
REQUESTED BY AND PRESENTED TO

CONGRESSMAN CARL D. PERKINS, CHAIRMAN
SUBCOMMITTEE ON ELEMENTARY, SECONDARY
AND VOCATIONAL EDUCATION
and
CONGRESSMAN AGUSTUS F. HAWKINS, CHAIRMAN
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

BY

DR. MARION B. W. HOLMES, DIRECTOR
VOCATIONAL EDUCATION
SCHOOL DISTRICT OF PHILADELPHIA

SEPTEMBER 28, 1979

INTRODUCTION

The Humphrey-Hawkins Act of 1978 was signed into law predicated upon the fact that all individuals "able, willing and seeking work" have the right to full employment at a fair wage.

Many young people are willing to become employed, but are the first to recognize that they are too ill-equipped to get or hold a job.

They stop seeking work. Their hours are filled with despair, rejection, hopelessness, and non-constructive activities. To fill their idleness with moments of "excitement," a feeling of belonging, and a sense of "accomplishment" by their standards, they seek (or it finds them) the negative, not too hard to find, destructive activities which are all too visible in the inner city and rural poorer communities. This is a waste of a valuable commodity--human resources--upon which our nation must depend and finds vital to the country's economic stability.

The Bureau of Labor Statistics reports youth unemployment at an all-time alarming high, although recent moderate employment gains of a temporary nature have been made since the passing of the 1977 Comprehensive Employment and Training Act, Youth Employment and Demonstration Projects Act, and subsequent Amendments.

According to the 1977 Bureau of Census, the proportion of youth (16-24 years old) in the total working-age population has reached its peak of approximately 27 percent and is projected to fall to 22-23 percent by 1985.

Within this population of youth, those 16 to 18 years of age represented approximately 14 percent of the total population, projected to decline to a low of less than 10 percent by 1985.

If the youth population is projected to be on a steady decline, why, then, is there so much concern and emphasis placed upon increasing the employment rate for this segment of our population? One major reason was mentioned in an earlier statement--to insure the economic stability of the country. Another reason addresses the moral responsibility of a country to all its constituents for equal opportunity; and a third reminds us of the need to look at the unemployment problem in a cause and affect relationship upon people and their communities rather than upon an aggregation of isolated statistics and reporting.

To determine and examine root causes of youth unemployment and to suggest policies for addressing the problem, a more indepth analysis of the client population in perspective to the impact of educational and social as well as economic factors warrants exploration.

In a context of declining population growth rate for youth, the Census Bureau projects a continuing steady growth rate for minority teenagers. Further, for minorities, unemployment during the last twenty years has been consistently higher than that of white youth. According to the 1977 Employment and Training Report of the President, the unemployment rate of black teenagers has been approximately double that of white teenagers. A later year report issued by the National Urban League in June 1978, shows white teenage unemployment to be 15.7 percent, hispanics 22.1% and black youth, almost triple the rate of white youth at 42.5%.

In the inner cities, such as Philadelphia, where poverty, insufficient and deteriorated housing and higher drug, school dropout, youth crime rates and general poor social conditions exist, the unemployment rate for black teenagers reaches as high as 60%. (Note that this paper does not address rates by sex, because the rate of unemployment for black and other minorities regardless of their sex has been reported from various sources to be higher than that for whites of both sexes in corresponding age groups.)

ROOT CAUSES OF INNER CITY YOUTH UNEMPLOYMENT

In the writer's opinion, based upon current literature, research, and 25 years as an educator in an inner city, unemployment of youth has multi-faceted causes. Not listed in any rank ordering, unemployment is directly related to:

1. family and community poverty;
2. various forms of discrimination;
3. inadequate funding and the inability to "cope" of local urban and rural schools upon whom has been heaped, the burden of society's ills and other non-education responsibilities;
4. unrealistic, inadequate education and training conducted in rigid time and program structures not geared to individual employability needs but rather to immediate job placement which is often of short duration;
5. lack of supporting community services;

6. abdication of responsibility for and participation in the future welfare of youth by families and local communities, who themselves are victims of the urban and rural plights;
7. unequal opportunities to share in public and private sector employer-related activities--preapprenticeship and apprenticeship training; union control of entry as well as upward mobility job opportunities through the seniority rule of last hired, first fired, regardless of ability and performances. (See the September 17, 1979 issue of U.S. News and World Report);
8. lack of mobility, sophistication and resources which allow youth to access the non-existent businesses and industries which have participated in the "flight from the cities" movement;
9. uncoordinated (often fragmented) administering of funds for the same target populations by various governmental agencies, and other nonprofit organizations.

The list of causes for unemployment among youth--especially urban and rural--just cited, is by no means an exhaustive one. These causes are, however, the major ones upon which attention should be focused.

Before suggesting areas for major federal policy, there is one question that is seldom raised. There is an assumption that even though a large proportion of adults from poverty backgrounds constitute a major percentage of unemployment statistics, unemployed youth deserve the additional attention given them through various pieces of legislation. The question is, Should the nation be concerned with youth employment in light of adult unemployment? If so,.why? The answer, from this writer's perspective is yes. Yes, because today's unskilled, uneducated, impoverished youth are tomorrow's unskilled, unemployed, impoverished adults in whom an early investment must be made by our Nation to insure its future economic stability and to discharge its moral and humane obligations.

SUGGESTED POLICIES AT THE FEDERAL LEVEL

The terms and expressions of "comprehensiveness", "coordinated cooperation", "deprived cities and rural communities", "quality education and training", "meaningful and career-related work experiences", "responsiveness to individual and community needs", "school-to work transitional services", acquisition of communication and computational skills", 'community-based organization participation" and "public/private sector involvement are some of the terms and expressions most commonly heard during the recent discussions and legislative deliberations pertaining to reducing youth unemployment.

The American Vocational Association through its Executive Director, Dr. Gene Bottoms, recently presented a one billion dollar youth employment plan in testimony before the U.S. House Subcommittee on Employment Opportunities on June 26, 1979. Throughout his testimony some of the aforementioned expressions or those with similar meaning were used. Included among the foci and tenets of his testimony on behalf of all vocational educators and youth, and which I highly endorse,were facts and issues pertaining to:

(1) emphasis on "prevention and cure", education and training programs rather than on jobs only,

2. increasing services of all kinds for the academically as well as economically disadvantaged,
3. "collaboration among policy-makers from all sectors of education, employment and training, government, community-based groups, business and industry, and citizens in general,"
4. long-range plan of action,
5. age integration, mentors and success images for disadvantaged youth,
6. economic stimulation--job and entrepreneurship development,
7. linkages, with a single institution "coordination,"
8. "...curriculum and instruction centered on the community, enabling students to serve their community by direct attacks on its problems,"
9. extension of the school day and school year
10. joint planning, matching of resources and synchronizing of "calendars (fiscal years), reporting mechanisms, budget processes, and clearly articulated, respective responsibilities and roles."

A study dated January 14, 1979 was prepared for the use of The Subcommittee on Fiscal and Intergovernmental Policy of the Joint Economic Committee Congress of the United States, "Central City Businesses--Plans and Problems." This study addressed the other side of the youth employment concern--expansion of employment opportunities in cities. Where youth must compete with other labor market participants for limited job opportunities, especially during a period of recession, it is crucial that any federal policies established to address youth unemployment consider decisions that impact upon economic development activities and those which improve the quality of life for the people indigenous to the community.

The Report concluded that "The perceived business climate of a city closely parallels the perceived quality of life in that city." It listed the greatest perceived disparities between cities with the most and least favorable climates in the following order to be:

1. quality of city's schools
2. labor costs
3. adequacy of public facilities
4. crime level
5. city government attitude toward business
6. personal tax rate.

The Report postulates that improving the quality of life in poor cities can have an important impact on firms' decisions to stay, leave, reduce and/or expand their work force.

Other conclusions from this report which bear directly upon policies and suggested programs for improving the plight of unemployed youth in urban areas are:

1. the valuable source of small businesses for generating a large percentage of all new jobs in general; and
2. "that economic development activities not be conducted in a vacuum." --that they become an "overall effort to upgrade the quality of life through improved schools, services, and public facilities."

Finally, and most significantly, the report's survey results reinforces the importance of "joint public-private efforts in resolving local problems" and in making the quality of life better for city inhabitants.

Dr. Paul Braden, U. S. Department of Commerce, in a prepared statement, "Vocational Education's Role in Economic Development," supports the fact that vocational education has a major role and responsibility in bringing about economic and human resources development.

Further, Dr. Braden reported on President Jimmy Carter's administration's initiatives--the Full Employment and Balanced Growth Act of 1978 (P.L. 95-523). "Emphasis (in the Act), he says, is placed on the expansion of private employment as well as on the employment problems of inner cities and their residents, especially youth."

President Carter's Interagency Coordinating Council designed to bring about greater coordination, planning, and utilization of resources, addresses another major recommendation made by various education, employment, and community groups when suggesting policies to reduce youth unemployment. That is, cooperation and coordination at all levels--starting with the federal government--if education, training and employment of youth is to ever become effective at the local level.

Dr. Braden reports the following agencies to be represented in the Coordinating Council: Employment and Training Administration of the Department of Labor; Economic Development Administration of the Department of Commerce; Department of Housing and Urban Development, Department of Transportation; the Small Business Administration; the Community Services Administration; and the President's Reogranization Project.

Missing from this list of agencies is a vital agency, that of the Department of Health, Education and Welfare, so necessary for coordinating the role of education, including academic and vocational education with that of other agencies which address the economic, social, and political problems associated with human resources development.

SUMMARY AND CONCLUSIONS

One cannot argue the value and importance of youth's--especially minority urban and rural youth--acquiring a solid basic education, realistic and appropriate skills training coupled with actual related on-the-job work experiences. However, all of these factors viewed in isolation of current and projected labor market statistics, social assimilation and equal access opportunities for poor youth and their families into the mainstream, and the improvement of urban and rural communities is an erroneous analytical process. This process might be analogous to keeping one's eye on the tip of a melting ice cone without noticing the numerous fires at its base.

In conclusion, it is recommended that any policies established for reducing youth unemployment consider the following:

1. Education and training for both in-school and out-of-school youth and their adult family members should be tailored to individual and community needs and should be conducted by

the schools in a committed, coordinated, cooperative arrangement with manpower training agencies, public and private sectors, and local community-based organizations.

2. Provide incentives to the client populations through a grant process similar to the higher education grants given to individuals and cooperating institutions when advanced degrees are pursued. This includes allowances for client subsistence and that of their dependents. With built in fleixibility, ongoing monitoring, controls, and support services (in the areas of counseling, consumer guidance, understanding of the work ethics, rights, privileges, and responsibility for one's actions), individuals can, with dignity, become a contributing force to economic development in their communities with the highest incidence of youth unemployment--rural and urban areas.
3. Utilize and provide extensive financial dollars to vocational education for developing new facilities responsive to industries' work force needs. Finances are also needed to keep facilities open all day and all year in order to serve populations of all ages who have varying education and training or retraining needs.
4. Provide for the utilization and credentialization of alternative forms of training models. For some learners, according to research conducted by this author in 1974, the school environment is not as responsive to their need

for a different instructional climate. (Alternative and Parallel Vocational Training Programs: A Comparative Study of Student Characteristics, Attitudes, Expectations and Perceptions of Instructional Climate)

5. Utilize and provide incentives for employers and community-based organizations to "adopt" an unemployed youth learner, the participating adult learner, and/or a family of both. Through "adoption," mentor and other success images and support experiences could be provided on an ongoing basis even for a period after initial full time employment.

The Horatio Alger idea that any person can get ahead through self-reliance and hardwork makes the assumption that anyone can succeed if he or she wants to. A recent article in a Philadelphia daily newspaper, reporting on the results of two studies, refutes this statement.

One study was conducted by Richard H. deLeone, former deputy director of the Carnegie Council on Children, the other by Florence L. Denmark, president-elect of the American Psychological Association. Both concluded that achieving success is still heavily dependent on factors beyond the intelligence and hard work of the individual.

While Dr. Denmark lists sex biases as a contributing deterrent to economic success, Mr. deLeone points out that economic mobility (often correlated with race) is related to a parent's unemployment, or marginal employment, and that it promotes in a child the self-destructive feeling that he or she also has no place in society--a prophecy, says Mr. deLeone, that too often fulfills itself. The implications from both of these studies for public policy as pointed out by the editor, are a need for redistribution of income through tax credits and wider employment opportunities.

In conclusion, selected quotations of Dr. Mary Berry, Assistant Secretary, U. S. Department of Health, Education and Welfare, as reported in an exclusive interview in the September issue of UPDATE, a publication of the American Vocational Association to reiterate points made in this paper and bring the discussion to a close, follows:

> "We get more bang for our buck if we take the kind of money being used in more and more job creation programs and put it into education programs...
>
> "Vocational education provides the most convenient, the most available and the most ideal model of what one can do to solve the problem...
>
> "I'd like to see more money go directly to the people who control education in the states--not just through the prime sponsor."

Dr. Berry would like to see more area centers built in inner cities and other areas--community revitalization.

> "They say (parents) 'if only we had those (more up-to-date) facilities, look at what we could do in our community.'"

Equal access by individual youth and their families, elimination of discriminatory practices, providing the financial structure, education, training, and employment needs in a committed, coordinated, cooperative venture by government at all levels, employers in the public and private sectors and community-based organizations will, we hope, give youth a new lease on life in preparation for tomorrow's adult role.

POLICY PAPER ON YOUTH UNEMPLOYMENT

September 1, 1979

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INTRODUCTION

The Jefferson County Board of Education has operated several types of Manpower Programs during the past fifteen years. These have included Vocational Education programs for youth and adults, manpower programs, programs operated under the Comprehensive Employment and Training Act, (CETA), and programs under the auspices of Career Education. In this context it has been possible to observe many students and the problems associated with unemployment. The basic problem still continues to be one of inadequate preparation for the world of work. Since monies have been made available for vocational education for many years, and increases have occurred over the past fifteen years as result of the 1963 Vocational Education Act and others, there has been a tremendous increase in the amount of vocational offerings. There still remains a rather high percentage of youth unemployment, particular among minority groups and the structurally unemployed.

Even though vocational education has undoubtedly done its fair share in preparing these type of people for employment, there are still certain problems associated with the vocational education program. The basic problems center on placement and basic education. In observing the student achievement of most students who enter vocational education programs, it is rather typical that most of these students are under-achievers academically. This is most unfortunate. Analysis of enrollments in vocational education reveal, particularly in the trade areas, a high incidence of low academic achievement among students enrolled. This is not to say that Vocational Education should not serve these youngsters, but there must be adequate emphasis on placement into the programs, which also reflects on placement at the completion of said programs. It is, therefore, absolutely imperative that steps be taken to improve the placement into the vocational education process and that there be continued efforts to improve the basic education of all students.

Three basic concerns have been addressed by the Committee on Education and Labor in the House of Representatives of the U. S. Congress. It is in this context that certain recommendations and/or comments will be made.

1. What improvements could be made in the educational system to reduce the extent of youth unemployment?

   a. Great effort should be made to raise the reading and computational skill levels of students from grades one through nine. These two skills have been identified continually by national, state and local surveys with the business community which reflect an essential need for both in order for a person to succeed on the job.

   b. Efforts must be made to strengthen the emphasis on Career Awareness and Exploration. The passage of the Career Education Incentive Act should be helpful in this regard. The students need to have greater information about the scope of the economy in general, specific job markets and valid opportunities which may be available to them as they pursue their career choice. Strengthening the emphasis on career choices/placement by setting up a research type program to conduct studies on future job markets and use these studies to aid youths in career choices. This could be a continuing program predicting job markets 3-5 years in the future. The matter of aptitude and interest inventories should be accurately pursued by local school staffs. As Congress has recognized in the past, counseling is woefully inadequate from grades one through nine. However, it seems from a practical standpoint that the addition of more counselors or more people does not necessarily insure improvement in this area. It seems that many counselors become administrators, either in a real or pseudo-sense and consequently do not function to carry out a planned program of guidance for students, particularly those students who need it most. Guidance counselors traditionally wait in their offices for students to come in and provide one-to-one counseling and/or guidance, but generally spend very little time in a planned career guidance program which gives students a great wealth of information and knowledge, or carry on a dialogue with students who need it most. Students who are self motivated and who have a desire to pursue certain career avenues will avail themselves of the counselor's expertise and/or knowledge but students who would be traditionally found in the unemployment sector seldom go to counselors unless they have a personal problem.

   c. Unfortunately in the education community, there seems to be a dearth of understanding about the purpose of vocational programs, as conceived by Congress and through legislation. Top administrators, counselors in the public schools, and other important school personnel who make decisions, often do not understand the role of vocational education in the total scheme of educational programs. Therefore, in many cases it is seen as a 'catch all' rather than a program with a purpose. That purpose is to address problems of unemployment by preparing young people for employment and placing them in jobs which are related to the occupation for which they are trained. (This is our perception of Congressional intent.) The lack of understanding of administrators, at all levels of public education helps to perpetuate the patterns that exist in an educational setting. People who do not achieve are usually identified early and are relegated to a position of second class citizenship and it would appear that those who made decisions can hardly wait until these students who are in need of additional help can be removed from the regular academic setting and put in a "vocational" program. If vocational education is to be judged in terms of its effect on our society by members of Congress, by the General Accounting Office and other agencies who are responsible for oversight, then some consideration should be given to improve placement into programs.

d. Continuing emphasis on work, on-the-job training, job exploration through on-site visitation and/or experience, is an excellent alternative for students which gives them greater understanding of the work-a-day world to motivate them educationally and helps to guide them in their career pursuit. Incentives should be offered for disadvantaged youth, such as subsidized employment, transportation, etc.

2. What improvements could be made in the employment and training system to reduce the extent of youth unemployment?

a. Obviously, one of the real problems which exists, in the United States is the lack of linkage between the private sector and the educational community. Even though there have been mandated committees, mandated plans, and certain collaborated relationships required of manpower delivery systems, there continues to be no real linkage between those who prepare persons for employment and the actual employers!! This is discussed in meetings throughout the country, and is reflected in professional journals. It is a valid criticism and is further discussed by school personnel and the private sector as a problem.

b. It would be desirable to extend or expand the placement activity of local schools through active recruitment which would involve the linkage discussed above, between the public and the private sector. It has been my concern locally that even though we have made initial contacts and assume the initiative in establishing rapport with the business community, that in many cases it is not reciprocated. The school systems should set up recruitment periods for representatives of the public and private sector to come into the schools and conduct initial interviews with students, this could be a conjunctive effort between the guidance department, vocational education department, and the business representatives. In some cases certain employment needs are mandated through existing law and it would be desirable to establish training programs that would improve the potential of those who fall into an undesirable category or category which is normally unemployed. This is true for trainable mentally retarded students, et al. Vocational programs must be flexible, adaptable to the needs of our society and individual communities; there must be a change in programs that are not successful in terms of placement on the job and new programs related to occupational needs must be established forthwith.

c. There is an absolute need for more exploratory hands-on program at an earlier age which would be broad-based in helping the student in the decision-making process. This continues to be a tremendous need in the Jefferson County School System.

d. Training programs must be performance based with adequate documentation of student performance on a continuing basis. Standards must be set and established for each vocational program and students should not be encouraged to begin work until they are proficient in the occupational area for which they are trained.

e. More emphasis should be placed on the elimination of sex stereotyping in vocational programs to reduce the problem of underemployment as young women have traditionally been trained in areas in which low pay and little hope for advancement is the norm.

3. What are the root causes of the high incidence of youth unemployment and what are the appropriate policies for dealing with them?

a. A basic root cause is family background which would reflect on economic standing and lack of educational background on the part of parents. Efforts such as head-start and kindergarten have been and continue to be made and should be helpful in this area. Similar opportunities should continue to be made available for students who are socially and economically deprived.

b. Lack of understanding and information; current and accurate information should be made available to all students concerning the job market opportunities that exist currently and will exist in the future to reflect on real needs and help students to have appropriate aspirations and goals.

c. Another root cause is the lack of proper training, this means that more programs should be made available which are non-traditional in nature providing a greater experience base as well as affording opportunity for new and expanding jobs.

d. Lack of experience. This can only come through work experience programs such as the cooperative program, the Youth Employment Training Program under CETA, and others where students can gain valuable experience while they are attending school. This enables them to be more employable when they enter the job market since they will have an experience base on record.

Further, on-the-job training tends to motivate students to prepare themselves better in the classroom because they realize the need for certain job and social skills, including the ability to read and compute.

CONCLUSION

In conclusion, there are several things which should be considered:

1. There is at this time a tremendous investment in vocational education in the United States. Growth has been impressive in this area over the past fifteen years; there will be a leveling off now in terms for the need for new money because many facilities have been built and equipped. However, in this context, it should be pointed out that equipment in some institutions is now becoming obsolete and this of course is a contributing factor in student employability. If our students cannot be trained on up-to-date equipment, then they are not really prepared for jobs which exist upon completion of their training program.
2. The expressed need for more personnel is unreal (i.e., counselors, etc.) unless they function properly. From an administrative point of view, we need to do a better job with what we have.
3. I would hasten to add that there still remains a tremendous need for pre-vocational exploratory experiences which do, in fact, cost money. The career education concept is appropriate in giving incentives through a "seed money" approach and insisting on infusion of career education in the academic program. Planned sequential exploratory experiences in an educational setting require equipment and a well-trained teacher. Suffice it to say that this does not exist to any great extent in the school systems of America. It is sad, indeed, because the age of curiosity is never greater than when a child enters adolescence, and yet most educational experiences will reflect a traditional classroom approach to education at this level.

Finally, the role of the public schools must be clearly defined in the placement process since placement is so important in all training programs. It must be dealt with as something which is essential and/or required. Perhaps, it would be appropriate for all school systems to assume a placement team approach in which all persons in training programs, (i.,e., vocational education) would be involved in the placement process and there would be certain guaranteed stipulations required in assisting the student to find placement! I do not believe that Vocational Education has failed as an entity in our educational system. I think it has done a tremendous job with the resources that have been made available to it.

Students have been placed into a meaningful learning experience which has carry over value to the student under any circumstances. For example, if students learn how to weld, they learn how to apply themselves, they learn how to feel success, they learn that in order to accomplish something they must work for it. This is a basic premise of our educational system and should not be overlooked. Even though placement has been the primary criterion for evaluating vocational education, it should not be the only criteria. Many students are transformed from persons turned off to regular academic programs with no ambition, into people with aspirations for a better life which may not be related to that specific vocational program in which they are enrolled. It, nevertheless, is very impacting because of that program, an interest has been kindled that will be pursued. This has value.

The promise of the Vocational Education Act of 1963, with subsequent acts, has not yet been fulfilled. However, it was visionary legislation filled with opportunity. As growth slackens, the quality of programs should increase. We have been quite successful in the Jefferson County School System in two areas: accessibility and placement. Since 1965, we have increased enrollment in vocational programs from 1635 to a capability of 10,000 students during the 1979-80. Our placement records show a rate greater than 70% for the past three years. I believe that we are now able to reach all students who can profit from vocation education. Addressing the problems reflected in this paper will be a continuing quest in our pursuit of excellence in the field of vocational education.

Discussion of ways the public school systems could help alleviate the problem of youth unemployment

FACING THE CHALLENGE OF YOUTH EMPLOYABILITY AND EMPLOYMENT

A Draft Paper Prepared for the
Youth Employment Committee of the
Council of Chief State School Officers

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Chairman

This paper was prepared in conjunction with the chairman by Richard J. Deasy, Assistant State Superintendent in Instruction, Maryland State Department of Education, on behalf of the task force appointed by the committee.

Our thanks to the following task force members whose insights and work are reflected in this final draft.

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I. Introduction

Properly preparing young people for permanent employment and providing them jobs are the two dimensions of the most difficult education and manpower problem currently facing the nation. Among minority youth between the ages of 16 and 21, the employment rate averages approximately 36 percent. For white youth, the average unemployment rate is 13 percent.

Clearly the nation in human, economic and social terms cannot afford to continue this pattern. Unfortunately the problem appears intractable. A great number of persons, agencies, institutions and groups in both the private and public sectors are attempting to solve the problem. Victories can be recorded. But the battle is still being lost. What can be done?

The Council of Chief State School Officers, speaking for state departments of public education in every state and seven extra-state territories, has tried in several ways in the last two years to focus the attention and resources of public education on the problem. This focusing extends public education's traditional role in preparing young people for work.

The recent acts by the Council--like those of other individuals and groups--have been a response to the tragic proportion of the problem today. And like others, the Council has been grateful for the framework provided for its efforts by several national policy initiatives, specifically the Youth Employment Development Projects Act and the network of related activities in the broader Comprehensive Employment and Training Act.

The Council strongly believes the federal commitment reflected in these Acts must be continued. But it also agrees that the extensive review being conducted by the Administration through the Vice President's Task Force on Youth Employment and related federal agencies and by the Congress are entirely appropriate. The war, to repeat, is being lost.

What has been absent in the past and may be absent in the present set of reviews is a common framework for analysis. Absent this framework, conversation among interested parties falters and attack on the problem becomes diffuse.

The Council in this paper suggests a framework for analysis that it hopes can focus both the analysis and the attacks by all parties. The particular concern of the Council at this time is for coordination. Therefore, the framework gives particular attention to the links that must be made between and among all parties involved in the war. Specifically, by focusing--through four questions--on the young person to be served, we identify those actors, devices, services, systems and the links among them that are most critical to success.

Several assumptions inform the framework:

To prepare a person for work--to make the person permanently employable--is a process that involves a sequence of activities by a variety of actors over a period of time. Ultimate success can only be measured by the person's becoming permanently employed. But interim successes can be measured by the person's progressive mastery of activities in the sequence.

Temporary employment is not itself a measure of ultimate success and can only be a measure of interim success when it is one step in a chain of activities that form the permanently employable person. Short term jobs, then, are by definition educational devices intended to build the employable skills the person needs to seek, find, and hold a permanent job.

In addition to providing some of those skills needed to get and keep a permanent job, short term employment also can provide income maintenance for youngsters. This money can be put to good use and can also build self-esteem. But clearly, income maintenance only serves to "hold" the youngsters so more solid development can occur. For this reason, there needs to be a clear-cut distinction between the two possible purposes of short term employment. When a job does not have as any part of its intent the building of employability skills, it is different in kind from one that is an integrated part of a sequence of developmental activities.

Therefore, while these short term jobs are justified through a public policy commitment to income maintenance, they are clearly no permanent solution for the youth employment problem in general nor for the problems of a young person in particular.

A final assumption is the obvious point that to cure youth employment permanent jobs must be available in the economy. This is the second dimension of the problem cited at the outset. Our paper focuses on the range of needs and issues involved in preparing the young person for permanent employment: bringing the young person to the "door" of a permanent job, so to speak. Obviously, there must be a permanent job on the other side of the door. This need is part of the broader set of employment and economic issues that the nation is addressing.

The implications of these several assumptions are made clearer in what follows.

II. A Model Framework for the Analysis and Prediction of Youth Employment Needs

A. The framework is rooted in four fundamental questions:

1. Who is the young person to be served?
2. What are the understandings, motivations, attitudes and skills this person needs to be permanently employable?
3. What needs to be done with and for this young person so that he or she develops these attributes, and is, therefore, prepared for permanent work?
4. How will we and the young person know that we have succeeded?

To keep the framework useful, each question must be kept a question about the young person being served. Each question, of course, can provoke a range of answers. To control the range of answers we frist recommend a policy position that is the first answer to the question. Supporting arguments for each recommended policy position are stated briefly in this paper but will be buttressed with other data and arguments in other settings.

B. Recommended Policy Answers to Each Question

1. Who is the young person to be served? The young person to be served is:

   a. Between 14 and 21. Rationale: We need to reach below the floor age of 16 in current law to serve a junior high school young person who is on the verge of dropping out of the school.

b. Poor. Rationale: We support a focus on the poor young person, though all young people need to be prepared for work.

c. Unemployed.

d. Out of school, or

In school but failing to develop employability attributes as determined by:

(1) failure to perform to the minimum levels required to meet state graduation requirements

(2) excessive truancy

Rationale: In addition to out of school young people, young people in school falling behind in their preparation for work predictably will join the ranks of the unemployed.

We further recommend that those delivering services to these young people deliver the services in an order of priority built on the factors specified above. We return below to the devices, systems and relationships needed to find and identify the young people that fit the factors specified.

2. What are the understandings, motivations, attitudes and skills this person needs to be permanently employable? (This asks the question "what is 'employability'?")

The young person needs the following:

a. A minimum level of competence in:

   (1) Basic reading, computation and writing skills.

   (2) Life skills related to successful job performance, e.g., human relations and economic literacy. Rationale: To be permanently employable in a modern economy requires a level of competence that enables a person to grow in ability in a single job and/or be flexible enough to move from job to job. Specific occupational training assumes the underlying competencies cited above.

b. The motivation and attitude toward work that leads to independently seeking, finding and holding a job. Rationale: This is often at the heart of the employability problem and requires consideration of personal, cultural and social factors. The devices, services and systems required to address this need are often overlooked. They will be addressed below.

c. Job-generic and job-specific skills. By "job-generic" we mean such skills as sense of organization, time management, teamwork, etc. By "job-specific" we mean such skills as typing, welding, computer programming, etc. Rationale: To be permanently employable in a modern economy, as noted above, requires the capacity for growth and relocation. Job-specific skills are self-evidently necessary. The job-generic skills often are most crucial to entry, maintenance and promotion in a job.

3. What needs to be done with and for this young person so that he or she develops these attributes? This question provokes the greatest range of answers. Our initial policy response in this case, therefore, is the most critical. What needs to be done with and for this young person is:

a. An assessment through defined instruments and procedures of the young person's status with regard to the three sets of attributes described above under question 2.

Rationale: We need to know with clarity precisely what employability attributes the young person possesses and which are deficient or absent. As noted above, if the young person cannot read, permanent employment in a modern economy is unlikely. Similarly, if the young person has no desire to work, permanent employment is unlikely. Simply providing a job, particularly a short term job, will not of itself address these needs. As we stated in the introduction, short term jobs must advance the education of the young person. By education here we mean the three types of employability attributes cited in answer to question 2. The instruments and procedures for assessing the status of the young person must be clearly defined by those persons and agencies in the local setting who hope to deliver services to the young person. Informal observation of performance, while occasionally helpful, is clearly insufficient in the case of minimum competence in basic and life skills and may even be prejudiced or misleading in motivational and attitudinal assessment.

b. The involvement of the young person in a set of structured learning experiences--including as appropriate short term jobs--addressing the specific deficiencies noted in the assessment; these experiences to be defined in specific and measurable terms in a personal Employability Development Plan for the individual young person.

Rationale: The burden of what we have been saying throughout is that the young people we are addressing--to become permanently employable--must acquire a set of attributes, many of which must be acquired in a developmental sequence. Each young person stands at a different point with regard to some feature of the attributes discussed under question 2. If we hope to be successful in delivering the services that develop employability we must define the status of the individual and develop a plan of action that addresses that person's developmental needs over a period of time. We must place short term and, in some instances, longer term job experiences in this developmental sequence.

The Employability Development Plan becomes a vehicle for insuring a coordinated delivery of services. Often coordination is sought through points of contact defined in terms of the communication, meeting or joint activities between and among those delivering services. These points of contact are valuable and often crucial. Often, however, they are determined, in the first instance, by the good will or the institutional needs of the agencies and persons involved in delivery.

To be effective in fulfilling their fundamental purpose--preparing the individual young person for work--these points of coordination, links, ultimately must be rooted in a vehicle directly responsive to this fundamental purpose--a plan of action specifying the precise needs of the individual person and stating the exact services that will be delivered by individuals, agencies and/or institutions to meet these needs.

The Employability Development Plan roots coordination in service to the individual young person.

A great deal of what follows will show the usefulness of this particular device in linking other actors, devices, services and systems into a coordinated network for attack on the youth employment problem. Therefore explanations and clarifications will be provided later with illustrative examples of the use of this plan.

4. How will we know that we and the young person have succeeded?

We and the young person will know we have succeeded in putting the young person to work when the young person is permanently-employed and when young people in the defined population of question 1 are employed at a rate deemed acceptable by Congress applying some measure of economic health.

We and the young person will know the young person is prepared for work when the developmental needs defined in the Employability Development Plans have been met as measured by appropriate assessments.

We and the young person will know progress is being made as the young person masters each of the benchmarks in the developmental sequence established in the Employability Development Plan.

Rationale: The three standards for success are needed for true accountability. Placement in a permanent job is, of course, the ultimate goal. Often however, placement rates in short term jobs are used by the Administration and Congress and other legislative and administrative bodies to measure effectiveness. As we have suggested throughout, these placements can be a standard if income maintenance is the goal but other standards are more appropriate if the goal is to prepare a person for permanent employment. Far from trying to avoid accountability, the two standards we recommend are quite rigorous and, if rooted in the measurable objectives of an Employability Development Plan, are subject to specific assessments.

C. Coordinating the Actors, Devices, Services and Systems That Address Each Question

A variety of individuals, groups, agencies and institutions are involved in preparing the young person for permanent employment. They employ a host of programs, resources and procedures. Congress has been searching in a variety of ways through its legislation in the youth employment area to forge links between and among these actors to insure coordination in the delivery of services. Coordination should insure successful preparation of the young person and economy of means in delivering services. A number of the links that have been forged are quite effective. We examine these later and argue for their continuance. We examine, first, however, a crucial new link that is needed.

A great range of actors, devices, services and systems could be listed as having a bearing on each of the four questions in the framework. The policy answer, however, limits this range. The Employability Development Plan is the fundamental control within the range of the crucial question 3: What needs to be done with and for the young person so that he or she is prepared for permanent employment?

The plan plays the central organizing and linking role to coordinate actors, devices, services, and systems. We examine it first and then return to the framework of analysis to show how other links are required to address each question.

1. The Employability Development Plan

a. Components

The specific components of the plan are shown in the appendix (pending). Its general outline uses the categories stated in the policy answer to question 2: Minimum competence in basic skills and life skills, motivation, and job-generic and job-specific skills.

The actual plan would be based on the assessments conducted according to the policy established in question 3. The assessments provide a profile of the young person and allow the statement of specific objectives required to address each need. The plan will prescribe the actions needed to remedy each deficiency, the actors who will deliver the service, a schedule for delivery of service and points in the schedule where additional assessments will be conducted and needed modifications made.

b. Preparing the Plan

The plan would be prepared by the set of persons responsible for the delivery of services. These will include at least persons from the prime sponsor and the local school and will include, as appropriate, the young person, an employer and representatives from agencies delivering service. The primary responsibility for preparing the plan rests with the prime sponsor. The plan will require the signatures of the prime sponsor and school system designees and the young person.

The following illustrations suggest possible ways that Employability Development Plans might evolve.

Illustration #1

David comes to the site office of the prime sponsor looking for work. He is 19, black and dropped out of Southern High School near the site office three years ago. He's found a few short term jobs on his own in those years: on a maintenance crew at a hospital, as a gas station attendant and as a stock boy.

Tom at the site office calls the youth employment coordinator at Southern High School to have someone check David's high school records and to arrange for a battery of tests to determine David's skills, aptitudes and attitudes. Tom and the coordinator decide that they also will call some of the former employers. The gas station owner tells Tom that David was often late for work, never came the day after pay day and frequently missed on the day after his day off. The owner said David drinks. The head of the hospital maintenance crew on the other hand tells the youth coordinator that David wasn't all bad and got along with most of the guys on the crew. However, he said David had a problem sticking with any assignment unless closely supervised and that he quit after a run-in with a supervisor. The crew head said he would give him another chance if someone would figure out a way to keep David on task without excessive supervision. He said he would meet with Tom and the youth coordinator to talk about it.

The stage is set for the series of assessments suggested in policy answer 3 and for a subsequent meeting of David, Tom, the youth coordinator and the head of the maintenance crew to write the Employability Development Plan.

Illustration #2

Susan is a fifteen year old high school sophomore. She is in her sixth month of pregnancy, unmarried, and on the verge of dropping out of school. She has no previous employment experience. Because she intends to keep her baby, the youth employment counselor at Western High School decided to go with Susan to the prime sponsor so that they can discuss and coordinate Susan's educational, health, employment and child care problems.

Susan is a marginal student who needs help in attaining acceptable minimum competency levels in the basic skills. In addition, she has a very realistic need to be able to make money as well as to gain employability skills.

First, Susan's school records were collected. Susan needed help to get her basic skills up to acceptable standards as defined by her school's competency testing program.-- A program was worked out with the reading teacher by which Susan could be tested regularly to assess her progress. In addition, the reading teacher arranged for tutorial services to Susan during the two months in which Susan would be out of school immediately following the birth of her baby.

It was also arranged by the school and the prime sponsor that after her return, Susan be allowed to participate in a work-study program usually restricted to seniors. This arrangement would have Susan in school half the day and working the other half of the day in a utility company. Since her aptitude tests showed that Susan had good mechanical skills, she was placed in the information retrieval section where she could work with microfilm equipment.

Illustration #3

Yvonne is a fifteen year old high school sophomore. She has a poor academic record and in the ninth grade failed her state's functional reading test. She has a record of chronic tardiness and truancy. She comes to the site of the prime sponsor looking for part-time, after school work.

Yvonne tells Estelle, at the site office, that she can't wait until she can quit school for good. Estelle informs her that part-time work might be difficult to find, but promises to contact the youth employment coordinator at Central High School to discuss the possibility of placing Yvonne in the school's participatory learning program.

This program, which is aimed at ninth and tenth graders, is designed to examine alternative ways to motivate students aside from traditional schooling. Based on the premise that some children need out-of-school learning experiences, this program gives students two hours a day of release time so that they can pursue volunteer services, social and political action services or participate in community surveys or studies. CETA pays them minimum wages for their services and students are awarded academic credit for participating in the program. They spend the remainder of each day in school. However, an effort is made to coordinate and incorporate the participation portion of the educational program with the English, math, social studies, or science portions.

The site officer and the youth employment coordinator look over Yvonne's records. Her functional reading score was a 60 where 80 is mastery. They agree that for Yvonne, the fundamental problem is upgrading her basic skills while keeping her motivated enough so that she doesn't quit school before she's had a chance to acquire the generic job skills.

A reading teacher begins to work with Yvonne so that her reading level can be brought up to mastery. Her progress is assessed by testing every two months. In addition, she is placed in the participatory learning program.

She begins to spend two hours a day in a day care center in her neighborhood. The head teacher, Mrs. Long, explains to Yvonne that as she gets to know the children and the center, she can be responsible for designing specific learning activities for them. Mrs. Long and one of Yvonne's teachers, such as her English teacher, could assist her in planning these activities.

Helping the younger children and spending part of each day out of school prove very helpful in motivating Yvonne. To aid her in her work at the center, she begins reading books and pamphlets on child development. Her attendance ceases to be a problem. She looks forward to applying for a job as a part-time aide at the center next year.

c. Using the Plan

Illustration #1: Extending the example in Illustration #1, we can show the use of the plan. The plan has a job component in this case and a schedule for monitoring performance and assessing growth in the job-generic skills implied in the example. It specifies a reading program with a specific objective to move David from a score of 47 percent on a functional reading test to the mastery level of 80 percent. David is enrolled in an adult basic education class at the high school. It turns out he does have a drinking problem. The youth coordinator suggests a series of sessions with AA. At David's suggestion, the AA director attends one of the EDP sessions.

The plan is put on file at the prime sponsor's site office and its number is entered into the automated data system used by the prime. The plan is used to record progress. The reading teacher submits reading test scores at six month intervals through the youth coordinator to the clerk at the prime sponsor site office. Bill, the maintenance crew head, completes a monthly one-page evaluation form on the job-generic skills specified by David. David sits down at three month intervals in a meeting with the youth coordinator and Tom and gets the good and bad news on his progress. At one of the sessions he mentions he likes his church minister and he attends one of the sessions with David. The minister often is at the hospital to visit patients. He says he will look in on David once in a while. He also calls the crew chief once in a while to thank him for the extra effort. David pops in to see some of the patients when the minister isn't there.

The example is purposely extended to show that the attack on the "employability deficiencies" for any one young person must be coordinated among a network of formal and informal actors, devices and systems. Links must be forged between and among them. The plan serves this purpose.

Note some of the devices involved:

- a high school record
- a record keeping and tracking system for the EDP
- assessment instruments: a battery of functional tests in basic skills and life skills; aptitude and attitude tests
- an employer evaluation form

And some of the services and systems:

- the school: its reading programs in ABE, its youth employment operation, its guidance and counseling staff
- the prime sponsor: its site office, job placement operation, program and fiscal monitoring activities
- private employers: the hospital system and services
- the church

- community services: AA in this example

And the variety of actors:

- David
- Tom, the prime sponsor intake and referral officer
- the youth coordinator
- the reading teacher
- employers
- the minister
- the AA director
- clerical personnel

Illustration #2: The plan in Susan's case consists of a variety of components. First, there is Susan's placement in the work study program. This will enable her to earn much needed income while continuing her education. It specifies a set of objectives for getting Susan's basic skills up to mandated minimum competency levels. Both the prime sponsor and the school are aiming at keeping Susan sufficiently motivated so that she won't drop out.

In addition a variety of other community resources need to be utilized in this case. For example, appointments are set up for

Susan to visit Planned Parenthood so that she can receive family planning and other related health information. Secondly, there is available in Susan's community a child-care referral service which includes volunteers who help young mothers with their plans to return to school, gives information on child care and parenting, and helps to place a child in an adequate child-care situation. A contact person at Planned Parenthood and the volunteer that works with Susan from the child-care referral service meet at monthly intervals with the prime sponsor, the youth coordinator and Susan.

By attacking Susan's problems by using a variety of services, it is much more likely that she will stay in school and acquire those generic and later specific job skills to enable her to eventually support herself and her child.

In this case, the following devices were involved:

- a high school record
- a record keeping and tracking system for the EDP

- assessment instruments including the functional reading, aptitude and attitude tests
- the evaluation portion of the work-study program offered at Western High

And some of the systems:

- the school: its work-study program, its guidance and counseling program
- the prime sponsor: its site office, its putting Susan into the computer system so that when she is ready for full employment all the information will be there
- community services: Planned Parenthood and the child-care referral service in this example

And a variety of actors:

- Susan
- the youth coordinator
- the prime sponsor intake and referral officer
- the school administration
- the Planned Parenthood counselor
- the child-referral service volunteer

Illustration #3: The plan in this case is based on helping Yvonne gain some of the job-generic skills--time management, responsibility, motivation and to help her see the relationship between what is learned in school and the "real world" of work. It specifies raising her reading skills to a mastery level. The plan is filed at the prime sponsor's site office and entered into the automated data system. The reading teacher submits Yvonne's test scores at the end of the semester. Yvonne has an evaluation session every month with Mrs. Long at the center. Together, Mrs. Long and the English teacher evaluate Yvonne's learning activities for the children and other areas of her growth and responsibility.

Altogether, the following components have come together:

- a high school record
- a record keeping and tracking system for the EDP
- assessment instruments: a battery of functional reading tests, aptitude and ability tests
- an evaluation form from the day care center

And some of the systems:

- the school: its reading program, its youth employment operation and the staff involved in the participatory education program
- the prime sponsor
- the private sector: Mrs. Long and the day care center staff
- the community: by providing a resource pool of organizations where students in the participatory learning program might be placed

And a variety of actors:

- Yvonne
- Estelle, the prime sponsor intake and referral officer
- the youth employment coordinator
- the reading teacher
- the English teacher
- Mrs. Long and center staff

d. Modifying the Plan

The plan will need modification at least annually and perhaps every six months so that planned activities are adjusted to stimulate continued growth and development of the employability attributes. The prime sponsor has the responsibility to call the set of actors together for the review and modification of the plan. A set of activities similar to those in the first illustration are envisioned.

Plans will cover the period required to move the young person to the door of permanent employment. ABE classes, for instance, may give way to evening high school classes, later to community college programs. Job-generic skill development may move from education in punctuality and teamwork to personal time management, resume writing, interviewing skills. Job-specific skills may move from pumping gas to computer programming. Motivational development may lead from dropping in to see patients to volunteering several nights to help run the youth program at the church.

e. The Plan as a Data Source

The plan provides the basis for responding to the three standards given for evaluation in response to question 4. It also provides the documentation from which other data can be extracted: progress in accumulating academic credit; job contacts in the private sector for placement possibilities; an inventory of volunteer service for resume writing, etc.

Through an automated data system in which the plan number is entered the plan or its documentation can follow the young person. Links to data systems maintained by local, state or federal agencies (e.g., that for migrant workers) could be forged for this purpose.

B. Other Links Identified Through the Framework

Our policy answer to each question in the analysis suggests the range of related actors, devices, services and systems and clarifies the links required between and among them. We give several examples generated through the model.

1. The person to be served:

For a poor, inschool, young person failing academically, the following are likely to be involved:

Actors: classroom teachers; school guidance and counseling staff; central school administration personnel workers; youth employment coordinator and staff; prime sponsor intake and referral personnel; parents; employers; community agents, such as social workers from welfare agencies; community agents, such as church or recreation personnel.

Devices: tests and test batteries; pupil personnel records, including report cards, cumulative academic records, truancy records; family data and records kept by other social agencies; records--potentially--of the juvenile justice system; prime sponsor intake, referral and placement records.

Systems: schools, prime sponsors, social service agencies, criminal justice, church, family, community.

Links required: Between and among data records and sources, agency personnel, referral networks, tracking and monitoring networks. In this area, the Employability Development Plan can force the formation of the required links and become a feature of several. Its data, as we noted, can become a linking device in the data related components. It can become the crucial piece of the tracking and monitoring networks as they relate to youth employability and employment. It can be the reason for the actors to come together. Other links continue to be needed as noted and should be forged through other pressures from law, regulation and policy.

2. Treatment and Services (question 3)

Naturally the greatest range of actors, devices, services and systems relate to this question. A few are noted:

Actors: teachers from high schools and vocational technical schools; teachers in community based organizations; local educational administrators; state education agency personnel; prime sponsor staff and administrators; employers and their personnel officers; direct service personnel and administrators from social service agencies, criminal justice system and community agency personnel.

Devices: tests and test batteries; equipment; curriculum materials and supplies; records

Systems: high schools; vocational technical schools; local school systems; state education agencies; post-secondary institutions; private and public employers; community based organizations offering educational services; prime sponsors and labor related agencies such as economic and community development; state manpower agencies; etc.

Links required: councils, contracts, committees, common records. We repeat that the most important link serving the direct needs of the young person is the Employability Development Plan. Its character in contrast to other links is immediately clear from the listing. New dimensions of existing links are forged through the plan. For instance, planning committees using the data from the aggregated plans can make general decisions on whether priority in the planning period needs to be given to basic and life skill development; to job-generic or job-specific education; to motivation and attitude changes. Primes can also decide if a specific target population would best be served by a teacher of reading or a job placement officer. Clearly what ought to be funded are the linking mechanisms through which the data for management decisions can be made generated. For instance, primes can insist through the contractual arrangements with other actors that all contractors participate in the development plans of the young people. Funding should be provided in them by the prime in the contract for this purpose. This comment brings us resolutely to the last point to be made under the framework.

E. **Resources**

We hold until last the issue with which many discussions of youth employability begin; money, and limit ourselves here to the comment that sufficient dollars should be provided to develop and maintain the links that have been discussed throughout and that the flow of dollars to the actors ought to be premised on their ability to play a stable and predictable role in carrying out the functions required for the modification of the behavior of young people required to truly prepare them for work.

Several conclusions flow from this principle. First, the links already installed and funded by Congress should be maintained: the "one percent" provision in Governor's discretionary allocation; the linkage provision in the Governor's six percent vocational education allocation; the twenty-two percent provision in subpart three of Title III requiring a contract for at least this amount between the prime sponsor and a local education agency.

Second, non-financial links created by Congress should be maintained: joint planning councils, the non-financial agreements stipulated for the Governor's discretionary allocation.

Third, new links of the type described in this paper, specifically the Employability Development Plan, ought to be legislated.

Fourth, sufficient financial support ought to be provided through law, regulation and policy to permit existing schools and manpower agencies to deliver services as defined by the employability plans.

Each of these conclusions will be justified by additional arguments in other settings.

EDUCATION'S ROLE IN
YOUTH UNEMPLOYMENT

by

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YOUTH UNEMPLOYMENT

Introduction

Youth unemployment is a persistent social problem. From an economic point of view, unemployed youth are not only nonproductive, but they are costly in terms of social services. From a moral point of view, the waste of human potential alone defines this as a compelling national problem. Unemployment does not occur randomly. You are more likely to be unemployed if you are: young, black, relatively uneducated, or live in an inner city area. In fact, the unemployment rate for teenagers in central cities is currently running at or above 50 percent. The gap between white and nonwhite youth unemployment has nearly doubled in the past nine years. Current labor market statistics show unemployment dropping for all categories except non-white teenagers. (1)

The public education system can become a more effective mechanism for accomplishing social change, and is surely the most powerful social tool currently available for reaching all the youth of this country. Historically, the public schools have played an essential role in helping individuals attain self-fulfillment and concurrently strengthening social cohesion. Today, schools represent a unifying force in society, and provide a system for combating major social and economic problems.

The purpose of this paper is to explore the viability of the public education system as a means of reducing youth unemployment. Four questions are addressed:

1. What are the barriers to youth unemployment?
2. What is the role of education in treating these problems?
3. What educational tactics are effective in reducing youth unemployment?
4. What major policy adjustments would improve education's ability to reduce youth unemployment?

Barriers to Youth Employment

The barriers to youth employment are complex, multifaceted, and embedded in the social and economic context of our society. Essentially, these barriers are of two sorts: (1) structural conditions within the labor market itself which prevent some youth from being absorbed into the mainstream of the labor force; and (2) characteristics of the youth themselves, their skills, attitudes and values, which interfere or even prohibit them from taking an active and productive role in our society.

The first cluster of barriers involve fairly straightforward characteristics of the marketplace:

- Competition: As a result of the post-World War II baby boom, the increased number of women, alien workers, and older Americans in the labor force, the labor force has grown more rapidly than the economy's ability to generate jobs.
- Incentives, values, preferences: Employers prefer to hire older, more experienced and more stable workers. There is some evidence that they prefer to hire white workers.
- Disincentives: Disincentives may exist, which limit youth employment. Child labor and minimum wage laws may serve to discourage employers from hiring youth. In addition, income transfer and unemployment insurance programs may provide some disincentives for youth to look for work.
- Economics of recession and inflation: Teenagers, because of their age and lack of seniority are the first to be let go in periods of recession. Moreover, they must wait longer while individuals from more desirable groups are re-hired in times of economic recovery. In periods of higher general unemployment, programs directed at youth unemployment may be assigned a lower national priority than in periods of low or decreasing general unemployment.

- Nature of the youth labor market: The portion of the labor market youth encounter is chaotic and non-orderly. Few career ladders extend down to that age group. Too often, youth are hired to fill "youth jobs," part-time, low level, dead-end jobs. Too many youth jobs offer little upward mobility nor are they expected to.

The second cluster of barriers defines the qualitatively different life experiences these unemployed youth typically have had, experiences which frequently prevent them from: (1) completing high school; (2) seeking employment; and/or (3) obtaining employment. These barriers are rooted in the experience of being "disadvantaged"* and include:

- Low self concept, a sense of powerlessness: Inner-city youth repeatedly experience failure--early failure in school, at home, failure to control or cope with their environment. In addition, the discrepancy between the "good life" current circumstances contributes to a sense of futility.

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* The term disadvantaged is used here to denote more than simply socio-economic disadvantagement, but disadvantagement originating in learning disabilities, physical impairments, and cultural and ethnic differences.

- A sense of alienation from the mainstream culture: Placed in a context ion which the promises of America don't seem to apply, these youth become alienated. Their values, attitudes, and expectations are not congruent with those of middle America. The disadvantaged live in a subculture characterized by poverty, disease, crime and violence.
- Low levels of achievement in basic skills: A student attending public school in a large city is about twice as likekly to be low achieving as are his peers elsewhere in the country (Wolf, 1978, p. 183).
- Limited occupational training: Vocational education and training is, all too often, simply unavailable to inner city and isolated rural youngsters. The communities reporting the highest rates of youth unemployment are those with a greatest sparsity of vocational training facilities. Inner cities, for example, have 22.8 percent of the population, but only 13.3 percent of the secondary and 10.6 of the postsecondary vocational education training facilities (Woodruff, 1979). Additionally, vocational training may not be congruent with available job opportunities.

Youth unemployment is complex, and symptomatic of a larger clustear of social and economic problems. Hence, the need for multiple strategies for coping with these problems.

The Roles of Education in Preventing and Reducing Youth Unemployment

One way to view the current youth unemployment situation is successive cohorts of youth moving through the educational system with varying degrees of success and satisfaction. Some individuals are unable to survive or succeed in the system and drop out or are pushed out into a pool of individuals that typically become unemployed youth and/or CETA clients. In essence, there is a flow of individuals out of the mainstream school system into the unemployment pool. Two major strategies for alleviating thic problem are to make the mainstream system more effective and thereby reduce the flow of individuals into this pool and the other is to provide appropriate education and attendant services to those in the unemployment pool. Education, interacting effectively with a wide range of public and private groups and agencies, can contribute to both strategies.

From this perspective on the roles of education in preventing and reducing youth unemployment, five premises follow which undergird the rest of the paper.

1. Youth unemployment is a complex, multifaceted social problem, and education is an essential part of any solution. Effective solutions to the problem of youth unemployment will probably be as complex and comprehensive as the problems themselves. Educational interventions, while they cannot unilaterally solve the problem of youth unemployment, are an integral part of any solution or solutions.
2. Interventions devised to assist individuals in the pool of unemployed youth should be viewed as supplementary rather than alternative systems. They should be viewed as "fail safe" mechanisms which have as their central obligation providing for the immediate needs of the individual, but also attempting to assure the reassimilation of youth into mainstream systems. One of the obligations of the supplementary systems should be to reinforce mainstream systems and to provide the necessary feedback and evaluative data for systemic improvement efforts in both education and fail safe systems.
3. Over reliance on fail safe or "alternative" systems may well create a new tracking and segregating function within society in which the poor, minorities and the less able flow into the pool of unemployed youth. This would further contribute to divisiveness and the erosion of social unity.

4. We need to reassess the balance between these two strategies--that of diminishing the flow through prevention programs at the same time providing remediation to those who are in the pool of unemployed youth. Hence, the need to simultaneously mount interventions on both the flow and the pool and to adjust the balance of resources between these two strategies. While we will always need a "fail safe" system, ideally, if we can reduce the flow through increased resources and effectiveness, the need for the supplementary systems will be reduced. This also should maximize positive side effects such as cost effectiveness, social unity, and the preservation of individual options and opportunities.

5. Durable solutions to the problem of youth unemployment will be those which reinforce mainstream systems. In assessing our efforts in reducing youth unemployment, we need to look for residual effects--the institutional capacity that remains upon the completion of a program or intervention cycle. Strengthening mainstream systems should provide residual benefits in the form of increased capacity to meet other institutional goals and to better serve successive cohorts of youth.

When coupled with such supplementary mechanisms as CETA, community projects and the like, the power of education to reduce youth unemployment is strengthened. Education provides a means to: (1) reach youth who are potentially or currently unemployed, (2) design special programs and projects to meet their unique needs, (3) link home, school, and community in common problem-solving efforts.

Educational Tactics That Are Effective in Reducing Youth Unemployment

Schools must become more flexible, interactive with their community, and responsive to differing client needs. The achievement of these goals will require leadership, more effective use of research and development, program evaluation, and resources. Specific interventions and program options exist and some examples follow.

Early intervention and prevention. Public schooling is uniquely able to prevent youth unemployment through early interventions. Effective approaches during the early elementary years can direct youth toward fulfilling and productive careers through the: (1) development of positive self concepts; (2) exposure to caring, interested adults and appropriate role models; (3) exploration of work related values and attitudes; (4) establishment of strong foundations in basic skills; and (5) early identification of special needs.

Although too often the typical urban elementary school is characterized by low student achievement, lack of parental interest and involvement, low teacher morale and job satisfaction, absenteeism and vandalism, there are exceptions. In these "maverick" urban schools, students are successful, they are learning, feeling good about themselves, parents are involved, and teachers are enthusiastic. These unusual places are not mysterious or serendipitous events; they occur as a result of logical and rational decisions and actions on the part of educational policy planners, administrators, teachers, and/or parents. In general, these maverick schools seem to be distinguished by: (1) strong, supportive leadership, (2) special project support from state, federal and local services; (3) structured learning environments and techniques of individualized instruction; (4) large numbers of adults (teachers and others) in the school; and (5) high levels of parental contact and involvement with the school.

Career Awareness. Youth values, attitudes and aspirations concerning self, future training and work are formulated early. These factors are influenced by parents, media and experiences before the child enters school. The educational institution has the opportunity and capabilities to developmentally expose youth to a wide range of educational and occupational information and experiences needed for realistic career planning. Additionally, early (elementary) guidance programs can provide a range of awareness which positively shape attitudes, values, and understandings. The total school curriculum can systematically expose youth to the realities of work, education and leisure as separate as well as integrated experiences. It is through early concentration on the factors of occupational socialization that will help the youth of today become more employable, become more productive workers, and gain increased satisfaction through work activities.

Experiential Exploratory Programs. Youth during the junior high and early high school years are inquisitive about themselves and their place in society, feel awkward about their exclusion from full participation and contribution to matters in the adult world. They feel restless about what they are doing in school and its relationship to the workplace. Therefore, they need a systematic sampling of work settings to test their emerging interests and abilities against the realities of work and the workplace.

The expoloratory approach can be used to complement students' traditional experiences. it can occur without disruption to the school or workplace, may be full or part time, may include student activities of observing, shadowing, or trying out "bits of jobs" under the supervision of an adult. These experiences, without pay, provide students with more flexibility for career exploration than paid experiences.

The major components of an exploratory experience include a one-to-one experience with adults, reflection on experiences and learning opportunities, and a system for recording activities and accomplishments. Adults in the workplace serve as mentors and as role models for the young people. This permits the adult to stimulate the young person's thinking and provide opportunities for exploring and trying out career possibilities. The provision for reflection on experiences permits students to relate their internship experiences with other types of learning and to relate the experiences to personal decisions about career planning. A system for recording activities and establishing credentials provides a way for the students to integrate their interests and abilities with academic goals and serves as a method for the students to build a resume of experiences related to work activities.

Through the internship, youth encountering the workplace for the first time, develop personal and work relationships similar to those of working adults, assume varying levels of responsibility, grow in maturity, and learn to work under adult supervision. During the middle and high school years, a series of school-planned internship experiences that increase students' responsibility and work assignments will minimize the role that luck and chance play in the lives of students and increase their ability to plan careers and eventual employment.

Transferable Skills. Given the uncertainty of labor market information, future opportunities, and the shift of workers within and across jobs and occupations throughout their work lives, academic and vocational programs ought to focus on content and instruction that will place increased emphasis on recognizing and developing, in students, those general and employment skills and talents that are both enduring and transferable across a wide range of jobs and occupations and that can enable students to cope with a wide range of job performance requirements.

Such skills go beyond narrow job and task specific behaviors to include the broad range of occupationally relevant skills such as communication, computation, decision making, problem solving, organizing and planning and working with others. The effective development of transferable skills can only be accomplished if they are pervasive and deliberate objectives for the entire school program. The transactions required to accomplish this goal are evolutionary and not revolutionary in nature and incorporate the following recommended policies and strategies. Education should:

- Provide students with learning experiences that acknowledge and enhance their unique and motivating attributes, skills, and personal styles and that reinforce their valuing of the educational program and the behaviors that facilitate job acquisition and performance in work.
- Target the outcomes of educational programs on the preparation of youth for a wide range of initial employment opportunities and the development of their transferable skills for application in jobs that provide a bridge to further advancement in worthy and rewarding employment.
- Implement curriculum and assessment materials and practices that cluster, relate, and describe occupations on the basis of commonalities in skills, abilities, and other personal requirements, rather than on the basis of job titles and industry which mask the true range of potential job opportunities.

- Redirect the pedagogical and instructional strategies of school programs toward teaching for transfer of learning by providing students with opportunities to practice the application and use of skills and knowledge under a wide variety of conditions and circumstances that replicate world of work contexts consistent with real expectations of employers.
- Develop and implement, with the aid of the community and employers, supplements to diplomas, degrees, and certificates that more effectively describe the full range of student capabilities and achievements and relate them to potential job performance and continuing personal and career development.

Academic Credit for Work Experiences. Awarding academic credit for work experience recognizes the existence of differing individual learning styles and needs not common to the traditional classroom setting, by seeking to credit knowledge and skill development regardless of where or when the learning occurs. Typically, academic credit is being awarded for either time spent in a learning situationn, or for competencies gained/derived from a learning situation. There are four different kinds of skills or competencies which typically are eligible for educational credit:

1. Basic skill and/or school subjects;
2. Life skills, survival skills, or coping skills;
3. Personal or affective skills;
4. Specific occupational/employability skills.

Academic credit for work experience is a viable method for aiding unemployed youth through: (1) strengthening the relevance of school to work by allowing the learning process to occur in a more immediate and realistic manner; (2) increasing the number of educational successes for dropout prone individuals in their earlier years; (3) reducing the barriers of numbers of direct contact hours, in the classroom, (which may be earning time to many disadvantaged youth); (4) serving as an admission ticket to further learning, jobs or privileges; (5) certifying the acquisition of and ability to use knowledges/skills; (6) serving as a marker along the road to degrees, certificates, diplomas, awards, promotions, and pay raises; (7) and providing foundational incentives for "dropout prone" youth to continue or return to the school system.

Career and Labor Market Institutions. Youth need a range of current and reliable education, training and labor market requirements to make appropriate and realistic career plans. Too often, youth attempt entering the labor market with minimal and oftentime erroneous information concerning the specifics of work preparation, job entry, job conditions, retention, progression and possibilities for satisfaction.

There should be available systems in the nation's schools containing such information as: occupational, educational, financial, military, apprenticeship, human resources, employer, and economic information. These career support systems should organize this data in relationship to the student values, ability, level of decision making skills, interests, exploratory knowledge, aptitudes, and planning ability. A wide variety of manual, semi-automated and automated systems are being used such as: computerized guidance systems, microfiche information systems, key card sort information systems, information classes, career resource centers, career hot line, and mobile community van.

Individualized Employability Plans. Individualization is education's most promising response to dealing with the need for unity in the face of a diverse client population. Despite conflicting definitions of individualized instruction and differing techniques for implementing it, there is wide agreement among educators that individualized diagnosis and prescription is the optimal way to meet idiosyncratic student needs, which are "special" i.e., needs of the physically or emotionally handicapped, disadvantaged, or learning disabled child. Public Law 94-142 has mandated an Individualized Educational Program (IEP) for all handicapped children. Components of an IEP must include: (1) a statement of present levels of educational performance; (2) a statement of annual goals, including short-range institutional objectives; (3) a statement of the specific educational services to be provided; (4) the projected date and duration of such services; and (5) appropriate evaluation critiera.

The concept of the IEP could be adapted for use with potentially unemployed youth by transforming it into an Individualized Employability Plan. In such a plan, employment and employability skills and attitudes would be assessed and projected, and appropriate services rendered, all aimed at the successful transition of the youth from school to work. Such a plan could "follow" the student from high school to CETA and back again, to postsecondary, college and/or work experience. It would form a cumulative index of experiences, competencies, aptitudes, interests, and data base for life planning.

Experiential Education for Career Preparation. Experiential education programs for career preparation such as cooperative education are providing an important and necessary linkage between school and work. They link theory to practice and enrich school learnings with real world experiences. Upon the completion of these programs, learners can enter occupational fields of their choice, knowing they are fully prepared not only to perform their jobs well but also to function as a complete person. This means knowing how to get along well with others, knowing all aspects of a work environment, and having and fully appreciating the work habits and attitudes that make them personally satisfied and productive.

An experiential career preparation program reestablishes youths' rites of passage to adult work roles. It places them, while still learners, in a natural teaching/learning relationship with adult workers. Notable among this program type are the high school vocational cooperative education programs, the college cooperative education programs, and the preapprenticeship programs. Also gaining prominence are a number of programs at the secondary, postsecondary, and adult levels whereby learners from all academic fields are receiving first-hand career experiences in a variety of community workplaces.

Regardless of a person's chosen occupational field, he or she will require both education and training. To be without either one--the knowledge and skills--is to be incapacitated. Experiential career preparation programs uniquely provide for both.

Experience Based Academic Programs. Experience based education takes place in an arena which includes adults, community organizations and draws on the whole atmosphere and climate of a community. Thus, these programs blend the specifics of individual academic courses with community leadership and resources helping to restore a balance for youth between a paucity of experience and an excess of knowledge. Experience based education and service learning programs help students find application and use of math, science, history, economics, reading, and writing skills in direct experiences at the work place. While self and career exploration is always an important result, a desire to serve, to assume responsibility, to act or produce a result are also important benefits.

Pre-employment Training. Schools can play a significant role in preventing youth unemployment by providing short term intensive preemployment education and training programs designed to attract and prepare students for identified firm specific employer based training. Employers continue to express their willingness to provide firm specific training to qualified workers, both at entry and advanced levels of experience. The majority of medium and large firms and corporations operate on-going training programs as either inhouse functions or through their own training and education centers. The larger firms generally use assessment techniques to establish the training needs of entry employees and determine appropriate training program objectives and content. This approach allows the programs to accommodate a range of entry level ability, however, firm specific training programs generally favor trainees who exhibit levels of basic technical knowledge, skill development and learning ability sufficient to indicate that the trainee will master the program objectives. Thus, potential trainees that are educated in the fundamental scientific technical concepts, skills, and practices of an occupation will be better able to enter and achieve in firm specific training, both at entry and advanced levels.

Private Industry/Public Education Partnerships. Our country does not have a shortage of work, but a shortage of jobs. One solution to this problem involves the creation of a much stronger private industry/public education system partnership. These partnerships can provide training which emphasizes attendance, punctuality, safety, familiarization with machinery, job attitudes, apporopriate work behavior, unionism, money management, information about corporate structure, and adapting to different styles of supervisors. Business and industry are working with the public education system to develop in-school programs to help inner-city youth make the school to work transition. These efforts should be encouraged and expanded. Both the corporate self-interest and youth's interest in being successfully employed can be served.

Self-Employment and Entrepreneurship Training. Few formal educational programs exist for the sytematic training and development of youth to become self employed and entrepreneurs. With a few exceptions, formal education programs at all levels orient and posture the student toward working for someone else rather than self-employment.

Small businesses now employ 58 percent of all the private, non-farm workers in the U. S., and produce 43 percent of the gross national product. Youth who possess appropriate technical and managerial skills will be able to take the calculated risks of self-employment. Entrepreneurship education and training, provided through the public schools, could fill that training gap and serve to strengthen our nation's commitment to the free enterprise system.

Coping and Employabilty Skills. Successful entry into the labor force involves more than just marketable technical work skills; it involves such non-technical skills as human relations and social skills, interview and saleability skills, good work habits, and attention to norms of decorum and appearance. For youth to wait until they confront a variety of circumstances which force them to find their own employment or cause them to confront conflict only promotes youth unemployment. Early problems in coping and adjustment situations carries with it a stigma for many years as youth attempt to become reemployed.

Schools can offer youth a range of real or simulated situations in which the complexities of the work place are encountered while still in a secure school setting. Such efforts could focus on career planning, job seeking, interviewing and test taking, mobility considerations, life long learning, and dealing with prejudice and discrimination. These activities could also focus on job performance problems, changing technology, work habits, self image, and peer and supervisory adjustment.

Placement and Support Services. One of the major objectives and expectations for our public schools is that existing students will be competitive in the primary labor market. Specifically, schools must seek to maximize the career opportunities available to each student; and each student's self-sufficiency in placement and advancement to meet those goals, school placement programs should help students develop competencies in: (1) determining placement opportunities; (2) utilizing community support agencies and services; and (3) identifying existing apprenticeship, military, public service, educational, volunteer, and civic opportunities. Continuing assistance and support by follow-through programs facilitate transition and accelerate appropriate utilization of training and advancement opportunities in the work setting.

Vocational Education. Revitalized leadership in vocational eduation can trigger expanded applications of many of the foregoing examples and thereby make a contribution to both prevention and remediation strategies. Through more effective planning and improved articulation with other agencies and groups and continued emphasis on access and equity, vocational education can become a more effective partner in reducing youth unemployment. Through alternative processes, applicative approaches, and reinforcement, vocational education can assist in improving mastery of basic skills, expanded and extended knowledge and skills in the work setting. These initiatives, coupled with increased targeting of resources, on critical subpopulations and geographic areas will improve education's contributions to this critical problem area.

Further, leadership and technical assistance on more rapid use of research and development products and program evaluation data should strengthen and enhance institutional capacity. Flexibility and responsiveness to differing client needs will require expanded efforts on broad based transferable skills and at the same time, short intensive skill development options will need to be provided. Expanded opportuities of the postsecondary level and additional offerings for adults should indirectly enhance its ability to alleviate the youth unemployment problem. Contributions to improved productivity and work effectiveness should strengthen our economic position thereby contributing to economic development and future job openings.

Recommendations to Policy Makers for Improving Education to Serve the Potentially Unemployed

As the previous section has illustrated, education has the capacity to reduce or combat youth unemployment through a variety of tactics supportive of the dual strategies of prevention and remediation. To realize this potential will require: (1) strengthening the ability of local schools to meet the special needs of potentially unemployed youth; and (2) increased cooperation and coordination between the primary system of public education and the various supplementary systems, e.g., CETA, for aiding youth to make the transition from school to work and reentry into the primary system at various points and ages.

Local School Improvement. The ability of local schools to meet the special needs of potentially unemployed youth will be improved through:

1. Increased use of exemplary programs, projects, and products. Local planners need better information on what is available, what works, for whom and under what conditions. Information on projects developed through research and development efforts as well as local efforts need to be disseminated.
2. Concurrent with dissemination efforts, local planners need technical assistance for local problem-solving and planning. Local planners need assistance with adopting and adapting exemplary programs for use in their community. They need specific on-site help with problems unique to their locale.
3. Local efforts at problem solving could be encouraged through incentive awards to local districts. Too often federal monies are withdrawn once a local district achieves stated goals or objectives. Local districts could be encouraged to tackle problems like youth unemployment through a series of incentive grants intended to support successful programs or projects orignating in the local district.
4. Overall, local efforts will be crippled unless special project support for rural and urban school is maintained. Appropriate titles, e.g., ESEA, which provide special project funding to urban and rural

schools ought to be maintained or even increased. These monies are essential for the support of present functions. Additional support could be gathered by converging multiple support bases on this target group, directed at alleviating the youth unemployment problem. Additionally, we need more training stations in inner cities and a broader range of options in rural areas. Funds should be available for renovation of surplus school buildings and equipment purchases to expand vocational offerings.

Education and CETA Coordination. The roles and relationship between the primary system and the various supplementary or "fail safe" mechanisms need to be clarified and optimized. Some much needed adjustments include:

1. Blending or sharing resources. Adequate funds must be available to provide for differential treatment of subpopulations within the schools. Redundancy in certain non-school efforts could be reduced through a single resource pool designed especially for treating the problem of youth unemploymet, and drawing up on the resources of multiple agencies and organizations.

2. Concurrent and cooperative planning. The alignment of planning cycles and the reaction of cooperative planning ventures should bring together the multiple resources of a community in improved efforts to cope with youth unemployment. Cooperative efforts might include shared data bases, personnel exchanges, joint memberships on advisory groups, common evaluation models and requirements.

Youth unemployment is a complex social problem, requiring complex, multi-faceted strategies for solution. The approaches outlined here represent only one part of a comprehensive attack on this problem. They address the need for both prevention and remediation in reducing youth unemployment and concurrently strengthening the capacity of a major national resource--the public education system.

WILSON RILES' PAPER ON
EDUCATION AND YOUTH EMPLOYMENT

October, 1979
for
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, & VOCATIONAL
EDUCATION AND SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

The decade of the 70s has been a period of considerable growth in the labor force in the United States. New jobs have been created by the thousands, yet unemployment has remained consistently high in most parts of the nation.

During the last half of the decade, youth unemployment has increased significantly and unemployment of disadvantaged youth has skyrocketed. While youth make up only 25% of the total population, they represent 50% of the unemployed.

The inability to acquire a meaningful job can have a devastating effect on a young person. In far too many cases the individual loses self-respect, develops a negative self-image, becomes antisocial, and turns to crime as a solution to their frustrations.

What are the root causes of the high incidence of youth unemployment, and how might the problem be dealt with? The youth unemployment problem is far too extensive and complex to even hope for a single, simple, quick solution. A massive, long-range attack must be made on the problem---a comprehensive, coordinated effort that will link all of the appropriate and responsible public and private agencies, institutions, and individuals will be necessary.

The attack should begin with the establishment of a national policy on youth employment---a policy that could provide direction and serve as a foundation on which other national, state and local policies could be built. The policy should be based on the philosophy that youth is the nation's most precious resource and that a high rate of youth employment is critical to the continued strength and well-being of the country.

A national policy for youth employment could also provide the foundation for the development of a long-range plan to address the problem. The long-range plan should focus on three major areas that appear to be at the heart of the problem:

1. A shortage of jobs
2. Education and training reform
3. Cooperation, coordination and linkages among responsible agencies

Job Shortage

While many factors contribute to youth unemployment, the single, most critical, overarching problem is a shortage of permanent, well-paid, challenging jobs that offer opportunities for upward mobility.

With only minor exceptions, young people want to work. And the great majority want to work at a job that has meaning and contributes something to society---a job that also provides an income level that will allow the individual to share in the "good life."

The job shortage in America is caused by a number of factors, key among which are the following:

- The general sluggishness of the economy---jobs simply are not being created at a rate sufficient to absorb the large numbers of new entrants into the labor force.
- The increase in the number of women in the labor force---this trend, which will continue into the 80s, has been brought about by a number of factors.

---Inflation, which has forced more women to seek employment outside of the home to supplement the family income.

---The increase in the number of women who are heads-of-households either due to divorce or death of their husbands. The increase in the number of unwed mothers has also contributed to the problem.

---The increase in the number of "middle-aged," "middle-class" women entering the labor force to ensure a higher standard of living, to deal with boredom, or just to get away from the kids.

- Immigration of individuals either as undocumented or legal immigrants.
- The increase in the number of handicapped persons entering the labor force as a result of the reduction of barriers that have limited employment opportunities for this segment of the population.
- The high rate of inflation, which has forced many individuals to continue working well past the normal retirement age and, in some cases, forced retired persons to return to work.
- The loss of many labor-intense industries to countries where labor is cheap.
- Mechanization and advanced technological advances that have eliminated many jobs.
- Reduction in the size of the military forces, resulting in more youth available for employment.
- The decline in the percentage of students seeking higher education.

Since most of the factors that contribute to an oversupply of individuals seeking employment are, for the most part, uncontrolable, the creation of new jobs appears to be the most viable solution to the problem.

Private business and industry holds the key to any long-range strategy to create more jobs, since 80% of all jobs are in the private sector. Organized labor must also play an important role in the development of a workable plan to create new jobs.

Since profit is the bottom line for the private sector, any plan to create new jobs must include some form of incentive to attract the support of this sector. Incentives need to be made available with a minimum of paper work from the employer and with as little bureaucratic red tape as possible.

A higher percentage of the funds now going to manpower training programs should go directly to industry for on-the-job training coupled with public educational agencies.

The creation of jobs and/or the protection of jobs should receive more consideration in the development of both our domestic and foreign policies. We need to provide incentives to encourage American business and industry to remain in America.

We should establish a policy of protecting and stimulating labor-intensive industries even when new technology exists to automate people out of work.

We need to encourage and make early retirement attractive and financially feasible. We need to expand job-sharing programs in order that two or more individuals can share a single job. We need to expand activities that provide part-time employment for semi-retired persons, housewives, and others that need to supplement their income but would not be competing for full-time jobs.

We need to explore the feasibility of developing programs that would delay the entry of youth into the labor market. These programs might be educationally based, or relate to social or community services.

Increases in the minimum wage, while important from the employee standpoint, places youth more and more in direct competition with adults for the jobs, especially low skilled jobs. Given a choice, most employers will hire an adult in preference to a youth that lacks work experience. Consideration should be given to the establishment of a flexible minimum wage scale for youth enrolled in educational programs that include on-the-job training components.

Special funding should be made available to expand cooperative vocational education programs that are coupled with tax incentives for employers.

Education and Training

Youth unemployment, already a major problem among minorities, the poor and the handicapped, will intensify in the years ahead.

The declining birth rate, which is more pronounced among whites, could by the mid-1980s solve the youth unemployment problem for this segment of the population. Not so, however, for disadvantaged and handicapped youth.

In spite of all the efforts to improve employment for young Blacks and Hispanics during the past ten years, little real progress has been made. On a percentage basis, the gap between minority and white youth employment is actually greater than it was in the early 1970s.

Two many of the federal programs for disadvantaged youth have focused on low skill, minimum wage occupations that do little, if anything, in the long run to improve the plight of this group.

Disadvantaged youth that possess identifiable school dropout characteristics should be targeted early---grades 7, 8, or 9---for special job training programs that include the critical basic educational skills and are coupled with work experience or actual paid on-the-job training. Incentives should be provided to private sector employers that participate in such programs.

Major changes should be made in the current comprehensive high school to accommodate the needs of these students. The targeted potential dropout student should be involved in off-campus, work-related experiences for the major part of the school day.

Academic credit should be provided for work-related experiences in order that students enrolled in these programs can acquire a high school diploma.

The current federal youth employment efforts focus primarily on out-of-school youth instead of in-school students. In many cases there is an actual incentive for the student to drop out and qualify for a paid work training program. With only minor exceptions, there are no programs at the secondary level that couple job training and education for in-school youth that put "spending money" in the student's pocket.

Greater attention needs to be directed toward programs that encourage students to stay in school. Currently too little attention is being given to school dropouts, yet 25% of our students do not graduate from high school. Most of these students leave school without the skills they need to read, write, or get a job. The school's job should not be complete when an individual drops out or graduates, but rather when he or she enrolls for further study in another institution or obtains a stable job with potential upward mobility. There is a great need to strengthen the school-to-school or school-to-work transition. No student should leave high school without some type of plan for the next step, whether it be additional education or entry into the labor force. Structured contact with the student and supportive followup services should be provided to the school leaver for a reasonable period of time. These activities should be provided in cooperation with appropriate public and private agencies that serve both graduates and dropouts.

Cooperation, Coordination, and Linkages

Any permanent solution to the youth unemployment problem will require much closer cooperation between education, CETA prime sponsors, business, industry, labor, community-based organizations and other agencies that have responsibilities or are involved in vocational education or job training.

The Youth Employment and Demonstration Project Act has, in many communities, provided a vehicle to bring public schools and prime sponsors much closer together. In other communities, however, little progress has been made to establish communication links, much less jointly develop programs to serve the needs of youth.

Education, and especially vocational education, should have a much greater and stronger role in CETA legislation to ensure that public education contributes more to assist the youth of this nation gain meaningful employment and lead productive and self-satisfying lives.

THE ROLE OF EDUCATION IN REDUCING YOUTH UNEMPLOYMENT

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THE ROLE OF EDUCATION IN REDUCING YOUTH UNEMPLOYMENT *

What is education's role in preparing young people for work? By itself education cannot reduce the youth unemployment rate, nor can it make the overall education-training-employment system more rational, nor can it solve the problems of the hard-core unemployed; however, it can and should be expected to contribute to the reduction of each of these problems.

The important thing is for the education system not to try to be all things to all people. It must concentrate on defining the pieces of the problem to which it can best respond and on strengthening its working relationships with the other agencies and institutions that have a role to play in the school-to-work transition.

Before focusing on the school role, I think it essential to note the distinction between training and education. We might think of training as preparation for specific jobs and occupations. Education, on the other hand, involves providing students with skills, values, and attitudes useful in a variety of work and non-work situations. In this sense, non-occupational education can have high occupational value even though it is not oriented toward preparing young people for specific jobs.

We should also distinguish between the various age groups that make up the youth population, as well as their school status. Clearly the needs of a 16 year old student attending high school whose

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* The National Institute of Education is currently in the process of conducting a comprehensive study of vocational education mandated by Congress in P.L. 94-482. Consequently, I have confined my discussion to the more general role of the secondary school.

main problem is a 5th grade reading level are very different from the needs of a 19 year old dropout with two children to raise. We need to design a range of programs and approaches that are responsive to differences in age, school status, employment history, and family circumstances.

For younger in-school youth, schools should concentrate their energies and resources on the development of basic literacy skills. Whatever a young person's career aspirations might be, his or her skills in reading, writing, and mathematics will either limit or expand opportunities.

As my predecessor, Patricia Graham, testified before the Senate Subcommittee on Education, Arts and Humanities last Spring, the record of American schools in this regard, especially when looked at from a comparative international perspective, is by no means discouraging. We believe that the development of literacy skills, broadly defined, is the job that the schools can do best, and that it is the job that the labor market needs most from the schools. And this is no simple problem. As students progress into secondary school years, literacy skills will be achieved only if the student sees a connection with his/her life plans and opportunities. Rote drills or simple remedial exercises become less appropriate and effective; and the problems of motivation come to dominate the quest for literacy.

In addition, in order to enhance student prospects for employability schools must concentrate on what have come to be called "transferable" skills. These are skills (and abilities and attitudes) which people need in almost all jobs and occupational areas. Among the more important are such skills as problem solving, analyzing, decision-making, and evaluative thinking, along with such attitudinal qualities as diligence, flexibility, cooperativeness, and a sense of responsibility.

The premise underlying the importance given to the development of transferable skills is that because job change is such a pervasive fact of the American work life--over 40% of those employed changed jobs between 1965 and 1970--it makes sense to concentrate on the skills, abilities, and attitudes common to many jobs, rather than on the differences in the tasks to be performed.

A third area in which schools should continue to expand their efforts is the development of work-study and work-experience programs. These programs can serve at least two broad purposes: (1) to provide students with an opportunity to explore one or more occupational worlds; and (2) to help them develop work habits, values, and attitudes necessary to progress in the labor market.

It may be unfashionable to mention the latter, but whenever employers are asked what it is they are looking for in entry-level workers, good work habits and basic literacy skills invariably top the list. From this perspective, then, the exact nature of the work experience provided by the school is not critical. The work can be paid or volunteer; private sector or public; short term or long. The critical factor is that it be educative, that it be closely linked to what is taught in the classroom, and that it be designed to broaden the students' understanding of the opportunities and requirements of the world of work.

These three elements—the development of literacy skills, transferable skills, and the expansion of work experience—constitute that portion of the preparation for employment which school systems should emphasize. This does not mean that other institutions need not worry about basic skills instruction; nor does it mean that the schools should concentrate solely on these three tasks. Clearly the schools should provide opportunities for career awareness and exploration as well as appropriate vocational education. But the above mentioned three elements -- and most especially the development of literacy skills — are the employability-related tasks on which the schools must take the lead role, whereas the other pieces of the school-to-work transition require an active partnership with other institutions in the larger education-training-employment system.

SCHOOL IMPLICATIONS

Quite obviously these tasks and, in particular, the third, carry implications for the manner in which our schools go about their work. Indeed, these implications fit quite nicely with some of the developments we are now witnessing in our secondary schools--developments designed to deal with some of the broadest questions of the place of youth in our society, such as student alienation and extended separation from many important societal functions, including work.

Although youth employability has not been the principal motivation for the introduction of these changes, it is the case that they encourage the kinds of skills and attitudes I have been discussing. Let me cite just a few of the kinds of developments now underway in our secondary schools:

- organisational change, such as the development of magnet schools, alternative schools, and smaller schools within the larger school;
- new programs, such as experience -based-career education, cross-age tutoring, and a whole variety of community service projects; and
- the introduction of new learning techniques, such as action learning and various forms of independent study.

I believe that our new challenge is to infuse these more flexible educational processes with a substantive core of functional literacy skills that the students will know they need to achieve their practical ambitions.

At the same time, there are several indications that improvements in the high school alone will not be sufficient. Too many students who never succeed in attaching themselves to the primary labor market "leave school," either physically or psychologically, before the end of the junior high school years.

For these students, efforts to reach them in the high school will almost always be a case of "too little, too late," since the patterns and habits of failure that carry through from school to job have already been set by the time they reach 9th or 10th grade.

Hence, the attention of educators and scholars has been drawn to the middle school years. Here, too, our concerns for employability merge with broader educational issues.

It is becoming apparent that our assumptions and practices in the middle school years badly need reexamination. Students are simply maturing earlier, are vastly more experienced as a result of television and affluence, and are undergoing extensive developmental changes in their manner of learning which we did not even know about a generation or even a decade ago.

For many of these students, therefore, the middle school years are an educational wasteland from which they never fully recover. Yet, no period of schooling has received less policy and research attention than these years, and it seems essential to me that we remedy that omission in the next several years.

SCHOOL-COMMUNITY COLLABORATION

Increased work-study opportunities and changes in school organization lead inevitably to greater school involvement with the community. That appears to me to be a good in and of itself; it is, moreover, essential if we are to integrate school efforts with training programs funded under CETA and private auspices.

Fortunately, we are beginning to develop some promising models of institutional cooperation and collaboration that represent a first attack on the problem of how to move toward the creation of a more coherent education-training-employment system.

The Education-Work Councils proposed by Willard Wirtz and his colleagues at the National Manpower Institute are now being tested at thirty- two sites across the country under NIE auspices. These councils represent a forum in which all the key actors in the transition process--school people, manpower officials, private agency representatives, trade union leaders, and employers-- come together to share information, do joint planning, and generally attempt to insure that the various institutions with a role to play are working harmoniously, and not at cross purposes.

A second promising development related to the Education-Work Council concept is the creation of the private industry councils mandated by the Private Sector Initiative Program, Title VII of CETA.

These councils are too new to enable us to make even the most preliminary judgment about their potential effectiveness, but the concept of providing a coordinating mechanism at the local level in which the private sector employers will have the major voice cannot help but strengthen the private sector's connection to the education and training enterprise.

MOST SEVERE EMPLOYMENT

Finally, let me turn to the problems of those about whom I believe we should be most concerned: Youth who reach their mid-twenties never having made it from the education stream through the training stream and on into the employment system.

For these young people, we clearly need much more than better coordination between institutions. We need a redoubled emphasis on the development of literacy skills, with the kind of focused attention on solving the basic skills problems of students in the middle and higher years of schooling that we gave to the early years of schooling through such programs as Headstart, Follow-Through and Title I. This may well require the targeting of additional resources for compensatory education at the junior and senior high school levels--but compensatory education of a new sort, designed to link literacy skills to the young person's hopes for a productive adulthood.

We also need to face the fact that alternative programs outside the educational mainstream may be required for many of those students who have reached the age of sixteen without having acquired either the basic or transferable skills necessary to function in the labor market. Such students might best be served by being placed in structured work experience or on-the-job training programs, and then having their basic education work specifically designed to give them the literacy tools they need to function effectively at the job site. Such educational programs might well be delivered by a wide range of institutions—community colleges, post-secondary vocational schools, private industry, community-based organizations—but whatever the delivery agent such programs should lead youngsters either to a high school diploma or to an equivalency certificate.

One such program that we believe to be highly promising is the Career Internship Program (CIP) started in Philadelphia by Rev. Leon Sullivan and his colleagues at Opportunities Industrialization Center, Inc. This program is an alternative high school for 16 to 21 year olds who have dropped out of high school or are in serious risk of dropping out before graduation. The program enables students to complete high school, acquireoccupational knowledge, plan for a career, and improve basic reading and mathematics skills — in short, to facilitate the transition from high school to work or to further education.

Initial evaluation findings indicate a significant increase in the rates of high school completion, in reading and math scores, and in rates of employment or enrollment in college and technical schools. This program has proved to be so successful in Philadelphia that the Department of Labor has now transferred funds to the National Institute of Education to support the replication of this program in four additional cities in order to ascertain what made the program so successful in Philadelphia and whether or not it can be duplicated elsewhere with similar results.

The expansion of the Career Internship Program is but one kind of alternative being supported under the Youth Employment Demonstration Projects Act. Other projects have been initiated by private industry, such as Control Data Corporation's Fair Break Program in Minneapolis, or Rockwell's Adoptive School Program in Pittsburgh.

Some have been initiated by private non-profit corporations, such as the programs run in New York and Boston by Jobs for Youth, Inc., or the Open Road Programs in California and Connecticut created by the Citizens Policy Center.

Other successful alternative programs have been sponsored by national organizations like SER - Jobs for Progress, Inc., or by community-based organizations like the Watts Labor Community Action Committee. Still others have been the joint creation of local school systems and CETA prime sponsors, such as the Harbor City Learning Program in Baltimore.

These programs are a rich set of imaginative trails. They and many others like them need to be closely evaluated and, where demonstrably effective, to be expanded and replicated.

If they are to be effective in reaching those most in need, no doubt they will be expensive. They will require high ratios of adults to youth, and some may need to last much longer than the typical manpower program which defines success in terms of the number of new job placements each month. The alternatives to such programs, however, are much more expensive, especially when costs are measured in lost productivity to the society, in welfare or incarceration costs, and, most importantly, in the individual human costs that joblessness exacts in this society.

YOUTH UNEMPLOYMENT and THE SCHOOLS

A Policy Paper

Frank J. Macchiarola, Chancellor
New York City Board of Education

Unemployment is an economic phenomenon, an irritating by-product of the cyclical ups and downs of our economy. But the implications of this economic phenomenon for the youth of this nation extend far beyond the economic realm. The impact of unemployment, particularly among youth, on the social fabric of our society is immense.

The problem of unemployment is further exacerbated by the disproportionate number of minority youth for whom escape from this condition seems hopeless. These are the youth who are unprepared for jobs even in a thriving and expanding economy because they lack the minimal academic, communications, occupational and attitudinal skills necessary for entry-level employment.

While the schools may be powerless in the face of economic up-swings and down-swings they are clearly implicated and bear responsibility for the failure of youth to qualify for employment. The need for qualifying skills, academic and occupational, is critical, particularly in an economy in which competition for the shrinking number of jobs has become acute. And the connection between schools and jobs must be strengthened.

New York City is unique among the large cities of this nation by virtue of its size, the characteristics of its job market, and its diverse and complex constituencies. It is however a city with a long and proud history in the employment training of people from many diverse cultures. It also boasts a proud training record in response to crises and emergencies, to depressions and wars.

Training for employment by the New York City Board of Education dates back to the 1920's, when the first industrial high schools were established. They were the precursors of the present 23 vocational high schools. In the 1920's the industrial high schools prepared students either for college or for highly technical jobs. During this period, the Board of Education established continuation schools which provided academic and skills training to youth below 18, who were forced to leave school and seek employment because of economic pressures. These schools provided educational continuity, and a foundation which recognized the inseparability of basic academic skills and occupational skills. These schools provided a source of free education and manpower training in the dark days of the Depression of the 1930's, and again as a large scale manpower training resource for defense production, and later war production in the 1940's.

One of the finest examples of employment training was the New York City Board of Education Manpower Development Training Program, established after the passage of the Manpower Development Training Act in 1964. In its six skills centers, MDTP provided a combination of skills training services, including language arts or communications skills, mathematics, counseling, a pre-vocational exploration, a skills training concentration, and job placement. The MDTP program, which provided a training stipend, was open to unemployed youth and unemployed or underemployed adults. This program is continued with CETA funding under contract with the New York City Department of Employment. The MDTP umbrella program served to provide enabling skills, both academic and occupational to thousands, based upon the time-tested conviction that the two skills areas are not only mutually dependent, but mutually enhancing.

New York City's services to the foreign born, youth and adults dates back to the early waves of immigration and continues to this day to provide leteracy skills, and employment skills, which ease the transition of immigrants into the labor market mainstream.

There has been over the years, a considerable expansion of programs for in-school youth to prepare them with skills necessary for job entry, or advancement to post-secondary training. There have also been numerous attempts to enhance school learning through related work experiences. But it is obvious that the expansion and diversification of school learning has not kept pace with the rising number of students desiring or requiring these experiences.

During the first quarter of 1979, the unemployment rate for minority youth was 30.5% and 20.9% for white youth. The New York City Board of Education and the Office of the Chancellor are committed to closing the gaps in the delivery of services, to enable students to compete in the labor market. We are equally committed to exploring the most desirable and effective strategies which will enhance the employability of in-school youth, early school-leavers, and adults.

A long-awaited and welcome assist in the task of solving the problem of chronic youth unemployment has come from the Congress of the United States and the present Administration through the enactment of the Youth Employment and Demonstration Projects Act, 1977. With this assistance, the schools have been able to expand work experience projects, which have not only served to discourage early school leaving but have significantly contributed to a surge of confidence and academic achievement among its participants.

In making the schools more responsive to student employment training needs, we will be considering a number of factors:

1) Structural Changes in the National Economy - We shall be developing sensitive monitoring posts to determine the nature of present and future job opportunities, and making appropriate adjustments in the instructional system to achieve consistency.

2) The Shrinking Job Market for Unskilled Workers - Entry-level jobs requiring minimal skills have been disappearing. These jobs have

traditionally served as a port of entry for graduating youth. To further exacerbate the problem, a keen competition for this shrinking market has arisen with the thousands of illegal aliens who seek employment in this City. The Board of Education policy of providing services to children of illegal aliens will require the expansion of occupational training services to this population, as well as to legal residents.

3) Lingering Practices of Discrimination - Despite legislative prohibitions and community pressures, subtle discrimination continues to lock out many eager students from worthwhile jobs. We shall continue to be advocates for our children in the elimination of discriminatory practices through closer and more effective collaboration with the business community.

4) Substandard Qualifications and Performance - Many employers point to the inadequacies of job market applicants in such vital areas as communications skills, computational skills, and attitudinal skills. These are serious and damaging shortcomings which the schools must face with courage and candor. Improvements in the quality of pre-secondary education, and secondary instructional programs will be required to remove these impediments.

These and other steps will be taken in the interest of both the community and the students. Failure to meet the performance standards required by employers represents a threat to our local economy, and serves to erode the confidence of our students.

In my mid-year report to the Board of Education, I outlined some of the strategies which will be employed to strengthen the various components of this system. I indicated that we must develop more sophisticated approaches to career education both for our children and for adults. The expectations of young people for meaningful and adequately salaried positions in the City's economy must be supported not only by their confidence in their own basic skills, but also by their understanding and preparation for the career they choose. The linkages between schools and jobs must be strengthened.

We do not at present have enough vocational programs to meet student needs. We are turning away thousands of students every year who want to attend our vocational high schools. Moreover, all of our programs need to be evaluated to assure that they are in harmony with current job market needs and are housed in adequate facilities and equipped with modern installations.

I am convinced that a systematic approach to career education will serve not only as a basis for informed career choice but will enhance motivation and achievement in academic subjects. Our experience with demonstration projects in career education has proved its effectiveness in raising reading achievement levels in the elementary and intermediate schools. Similar success with career-oriented mathematics has been reported.

Federal legislation has enabled the system to support expanded work-experience programs. This expansion, accompanied by a range of job preparation and transition from school-to-work services, must be continued. Student awareness of the world of work, of industry requirements, and of the relationship between school learnings and job requirements has been dramatically heightened by work experience. I shall seek increased support and expansion of paid work experiences as well as of volunteer work experiences. Volunteerism encourages community involvement and commitment and provides an excellent vehicle for career exploration.

Our present system of granting academic credit for work experience is in need of reevaluation. There appear to be inconsistencies, and in some places a reluctance to acknowledge the important academic as well as financial benefits which accrue from a work experience.

In addition, we must involve the business community in the much needed updating of our occupational training facilities and services. As a major service agency of the City of New York, the Board of Education has an obligation to the youth and adult consumers of educational services. It is obligated no less to the business community.

Through a planned mutual assistance policy, the education and business communities can help to sustain the economy of this City. Together we can develop strategies which will eliminate school failure and employment failure among our youth.

ENHANCING THE ROLE OF LOCAL SCHOOLS IN REDUCING YOUTH UNEMPLOYMENT

by

Gregory Wurzburg*
Executive Director
National Council on Employment Policy

Federal employment and training programs have never been meant to be operated in isolation from schools or other community resources. Enabling legislation has repeatedly stressed the importance of leveraging federal employment and training dollars by coordinating local manpower programs with other local education, training, and social service agencies. But, the exhortations have not had much effect. Traditionally, coordination has not been required by law or regulation and there have been lacking incentives, much less the mechanisms to do it. Perhaps one of the most distinctive characteristics of the Youth Employment and Demonstration Projects Act of 1977, though, is the incentives and mechanisms for coordination that it provides.

YEDPA, the federal government's latest major employment and training initiative, is targeted for youth and was enacted for the purpose of alleviating the high unemployment among economically disadvantaged youth, the young adults who appear to be suffering the most in today's labor markets. It is administered through the network of 460 local government sponsors established under the Comprehensive Employment and Training Act of 1973. Because the emphasis on youth begged for some institutional interface with the education establishment and because the usual exhortations for local coordination have had little effect in the past, the architects of YEDPA added specific provisions to push schools and CETA sponsors into a marriage. The provision was needed because, in the words of Senator Jacob Javits, a co-sponsor of the provision:

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*This paper is based in large part on a series of four reports reviewing prime sponsor experience in implementing the Youth Employment and Demonstration Projects Act of 1977. The evaluations have been sponsored by the National Council on Employment Policy under contract with the U.S. Department of Labor. This paper also draws on Involving Schools in Employment and Training Programs for Youth, prepared by the author and Dr. Joseph Colmen. The views expressed in this paper are those of the author and do not necessarily represent the views of the National Council on Employment Policy, or the authors contributing to any of the supporting evaluations.

> ... competition between prime sponsors and local education agencies has been the rule, while cooperation has been the exception. There is a need to nudge these two competing systems closer together, so that the in-school labor force can be served in a more efficient and sensible manner.*

YEDPA authorizes a myriad of demonstration programs that test a variety of collaboration models involving schools and CETA prime sponsors. But the most significant provision reserves 22 percent of each prime sponsor's allocation under the Youth Employment and Training Program -- the major formula-funded program under YEDPA -- to be administered under the authority of an agreement between the local CETA sponsor and local education agencies. In the first two years of YEDPA, the YETP 22 percent set-aside has put an estimated $500-$700 million under control of local schools. The set-aside has forced local CETA administrators to work out agreements with local schools describing joint projects. The sweetener has also given the schools reason to go along.

Early Experience with CETA-Education Collaboration

The 22 percent set-aside may be succeeding in nudging the two establishments closer together; they are at least willing to try to work together. Virtually all CETA sponsors signed agreements with local schools in the first and second program years.

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*Congressional Record, Senate, July 21, 1977, p. S-12558.

Going into the third program year for YEDPA, the overarching challenge now facing the Department of Labor is that of coaxing cooperation between a system that is essentially federal and one that is state/local. Prime sponsors are accountable first to the Department of Labor, and only second to local elected officials. But, schools are accountable to local elected officials (often not the same ones that sponsors report to), local voters and state education offices. There is little accountability to the federal government and none to the Department of Labor. This leaves the Department, in many respects, in the role of a rather distant observer, able to have little direct impact on the process of moving the CETA and education systems closer.

This has necessitated a rather attenuated process of pulling together the education and employment and training institutions, which consists of two phases. The first is one of administrative detente and the second is substantive collaboration. In the familiarization process leading up to administrative detente, CETA sponsors have been trying to live down bad local histories of manpower-education relations or the more general problem of a bad CETA reputation, and then getting past the frictions caused by procedural differences between the two establishments. Thanks possibly to its separate authorizing legislation, the widespread establishment of relatively independent CETA youth offices, and the fact that considerable resources are earmarked for local schools, YEDPA was not received by most schools as another CETA program or add-on to pre-CETA youth programs. This was no mean achievement and its significance should not be underestimated since it appears that a large part of the objection that some local educators have had to mixing manpower and education has really been an objection to working with the manpower establishment.

Procedural differences have contributed to more serious chronic friction. The fiscal year for CETA sponsors starts in October, while for schools it starts in September, January or July. This mismatch plus the accelerated, patchwork style of CETA planning which frequently is not complete until days before the start of the new year (or as in fiscal 1979, after the start of the new year) has made it difficult for schools to engage in long-range strategic plans. Another point of friction encountered in planning for the 78-79 school year programs (but not encountered in 77-78 because of delayed start-up) was uncertainty over funding levels and some doubt about whether changes made in the basic CETA legislation would also affect the youth programs. CETA-LEA collaboration in the first year of YEDPA also was hindered by its late, mid-semester start-up (January-March 1978). The second year was plagued by uncertainty over reauthorization of CETA. These were each one-time or only occasional problems. But CETA's brief history has been riddled with periods of funding uncertainty, constantly shifting prioritities, and changing regulations. The instability that this has built into the CETA system is not likely to be corrected overnight and is bound to present a chronic source of friction in CETA-LEA relations.

In the process of achieving administrative detente there has also been a number of differences between CETA systems and schools that can, perhaps, best be attributed to the two institutions being at different stages in the bureaucratic aging process. The education establishment is old compared to almost any other public institution and ancient compared to the

CETA system. Career structures, administrative models, professional interest groups, and credentialing standards are firmly in place. Tradition and established procedures also are in place and resistant to all but the slightest change. In short there is an institutional identity and -- more importantly -- continuity. The CETA system is a stark contrast.

Manpower did not emerge as a governmental policy area until the early 1960s. The Manpower Administration, which has been the focal point for all federally supported manpower initiatives, was not established until 1963. It has been the only permanent fixture on the employment and training landscape in the relatively brief time since then (it did change its name to the Employment and Training Administration in 1975). The present network of CETA sponsors has been in place only since 1974. The hybrid manpower field has only the beginnings of a body of literature. Local expertise in employment and training affairs is more political and managerial than substantive because grantsmanship and outguessing Congress and the Department of Labor are prerequisites for survival. Substantive know-how is useful but not indispensable because so much of local policy is made in Washington. The local CETA systems are also unstable organizationally. They have frequently attracted talented and capable administrators, but been unable to retain them in the atmosphere of fiscal and programmatic uncertainty. The lack of opportunity to formulate local policy and the frustration of having to respond to the whims of Washington effectively reduce incentives for creativity and excellence. The consequent high staff turnover, besides complicating the challenge of day-to-day management virtually erases institutional memory. Though local institutions, CETA offices are virtually entirely federally funded. They have fared well financially, but their reliance on federal money and chronic last minute uncertainties over their budgets have undermined their perceived staying power to the point that some local offices are seen as being perpetually on the brink of collapse.

The marked differences in the character of the two bureaucracies inevitably present sources of friction. While there is conclusive evidence showing that CETA sponsors and LEAs can work together, in fact the bureaucratic differences create friction that can provide convenient pretexts for breaking off collaboration when either partner is unwilling.

In the second stage of the process in which local schools and CETA sponsors begin working together -- that of substantive collaboration -- there appears to be less pervasive points of friction between the two systems. Some are based on misinformation. But to the extent others are based on basic attitudinal differences, they can pose systemic obstacles to complementary systems. Initially a few educators voiced concern that CETA's emphasis on job placements would encourage that system to push youths out of school into jobs. In fact, the express purpose of the legislation is to encourage youths to stay in school and both the Department of Labor and local CETA administrators have taken steps to remove incentives that might entice youth to drop out. Although some educators are still suspicious, this issue has largely subsided.

Targeting employability services by income is another story. Although CETA administrators, as a rule, are locked into restricting services to economically disadvantaged youth, school administrators object on substantive and political grounds. They do not believe family income is a reasonable predictor of need for employability services, and they are accountable to a constituency that is much broader than CETA sponsors' and less tolerant of targeting provisions.

The emphasis on serving the dropout population is another point of contention now, as it has been in the past. The CETA system and its predecessors have traditionally served dropouts, blaming schools for failing to adequately serve students who did not fit the normal mode. Some local educators are objecting to YEDPA now because programs are designed to "recycle" dropouts back into regular channels. One principal complained that "... the very ones that had been kicked out used CETA as a way to get back into the system." Most educators, though, do not appear adverse to making another try with dropouts, but they and CETA administrators alike, are still grappling with the challenge of determining what constitutes effective alternative education systems.

The award of academic credit for work experience or employability development training started out as a controversial issue. When sponsors first approached LEAs to discuss awarding academic credit, there was some resistance among educators. Many considered the CETA work experience programs to be low quality and thought the award of academic credit for such activities would undermine the value of academic credit. Others thought that credit for work would steer students even further from academic areas. But the biggest problems seemed to have less to do with the substance of what was credit-worthy and more to do with turf issues. Schools did not like the idea of manpower legislation suggesting academic credit for manpower programs; they did not like CETA administrators suggesting how to do their jobs and they were protective of their authority to award academic credit. The local turf issues inspired by the proposed award of academic credit were complicated by the state regulations governing it and state education agency attitudes towards it. Occasionally, state action was necessary to permit credit for work experience.

More frequently, LEAs looked for a state vote of confidence favoring local decisions.

Despite the gloomy early prospects for the award of academic credit for work experience, schools are now providing it in a surprisingly large number of prime sponsorships. More than two-thirds of the sponsors studied for the National Council on Employment Policy evaluation report it as being available in 1979 and the vast majority have it as a regular program feature serving large numbers of enrollees.

Academic credit for work experience has not been particularly difficult to secure, but the more important question now appears to be how significant is it. Getting schools involved to help assure the quality of work experience does not alone justify seeking academic credit. But some supposed advantages of credit are not panning out. Since 1977 some local educators have complained that students have been able to gain academic credit for almost anything and the students do not have to worry about whether they will have enough credits to graduate. This has diminished much of the incentive value there might have been otherwise. Furthermore, the increasing emphasis on basic literacy and preparing youth for competency-based examinations further detracts from the incentive value of academic credit. Still another problem, not too far removed from the declining intrinsic value of academic credit, is its perceived value. It does not appear as if academic credit is equivalent in any way to documenting competencies. Though academic credit does count towards graduation and might be seen as contributing in a general way to program quality, there are rarely specific competencies or skill levels that correspond to the academic credit received.

In short, although academic credit for work experience is available in most CETA sponsorships, its value is uncertain, and specific competencies are not being documented.

Where Do We Go From Here?

The last two years of experience have been instructive with regard to the role that education can play in improving the employability of youth. Policymakers have found that CETA sponsors and schools can work together, and that the YETP 22 percent set-aside has been an effective catalyst for some basic collaboration even where there has been no history of collaboration. But after studying the areas where sponsors and schools have worked together, it becomes clear that an enormous amount of time is required to establish good working relationships. The implied mandate is that a degree of continuity is required between current policy assuring a set-aside for local schools and any future policy for involving local educators. Assuming the institutional instability of the CETA system cannot be guaranteed, some constancy in the role of education with regards to manpower programs for youth may be a good substitute.

But even the most steadfast policy supporting a manpower-education partnership is useless without vested interests that are truly shared by both institutions. When YEDPA was enacted in 1977, educators had little opportunity to have a say on the role they might play in joint education-manpower programs. This lack of early involvement branded YEDPA as essentially manpower legislation and has hindered the involvement of the vast network of education interest groups and professional associations.

The active involvement of those constituencies is essential if a local manpower-education partnership is to be established. This is because federal policymakers, although they do have legal authority over CETA prime sponsors, lack formal authority over local schools. They must rely instead on the informal networks of education interest groups and professional associations to encourage collaboration from the school side. That kind of support cannot be assured unless education interests are better represented in the legislative process.

Finally, federal policy ought to take steps to improve the basic education mission of schools. It should be recognized that labor market services, academically accredited work experience, and school-based career exploration services should not be the only dimensions of school involvement in improving the employability of youth. Many youths lack even the most basic reading, writing, and computing skills and these deficiencies cripple youths in the labor market. To offset these handicaps, schools also need to provide basic/remedial education to students at the secondary level.

Conclusion

So far, experience bears out the correctness of the assumption that education and manpower institutions can work together to better prepare youth for jobs. But the process of getting the two institutions to work together is a time-consuming and uncertain one that requires federal policy that is both flexible and consistent. New policy initiatives ought to avoid being overly prescriptive, and departing too much from the YEDPA model for collaboration. Recognizing the likelihood of some change, new initiatives ought to be fashioned to accommodate and build on the progress made to date.

At the same time, federal policymakers ought to pursue measures, independent of employment and training legislation if necessary, to augment the capacity of schools to provide basic/remedial education at the secondary level.

CONSERVATION OF HUMAN RESOURCES
COLUMBIA UNIVERSITY
NEW YORK 27, N. Y.

ELI GINZBERG, DIRECTOR

August 27, 1979

The Honorable Carl D. Perkins
Chairman
Elementary, Secondary, and Vocational
Education Subcommittee
U.S. House of Representatives
B-346C, Rayburn House Office Building
Washington, D.C. 20515

The Honorable Augustus F. Hawkins
Chairman
Employment Opportunities Subcommittee
B-346C, Rayburn House Office Building
Washington, D.C. 20515

My dear Mr. Chairmen:

I am pleased to reply to your letter of July 26th inviting me to contribute a paper of not more than 3000 words on the problem of youth unemployment to the compendium that you are preparing for publication early in 1980.

I am responding affirmatively to your request with the following observations to be borne in mind:

a) This reply is in my academic role as Director, Conservation of Human Resources, Columbia University.

b) The National Commission for Employment Policy of which I have the honor to be chairman will submit a preliminary report of its findings and recommendations to the President on the above subject by September 1979.

c) The Fifth Annual Report of the Commission which will be focused on the same subject will be submitted to the Congress as of December 31, 1979, and will probably contain as a supplement the earlier report to the President.

Because of the substantial volume of writing in which I am engaged that will become available at about the same time that your compendium will appear, I will respond to the 3 questions set forth on page 2 of your letter in outline form. In the event that you or members of your staffs would like me to amplify one or more points I will of course be pleased to do so.

1. What improvements could be made in the educational system to reduce the extent of youth unemployment?

   a) The development of new curricula and teaching methods that would facilitate the learning of basic skills of reading, writing and arithmetic by many youngsters from low income homes who currently experience difficulty in absorbing these materials. I believe that these youngsters are not incapable of such learning but rather that the ways in which instruction proceeds is flawed.

   b) Closely associated with the above is the difficulty of many teachers in ghetto schools, where the number and proportion of potentially unemployed youth are high, in interacting effectively with their students. In the face of flawed interaction, effective learning cannot take place. More extended teacher training with special emphasis on the thought, language, and behavior patterns of these children should help. Efforts to reduce the turnover of well prepared teachers, possibly including bonus payments linked to pupil achievements, might be considered.

   c) It is clearly impossible for even the best prepared teacher to perform effectively if the discipline in the school and in the classroom has broken down, or if most of the teacher's energies must be directed to maintaining discipline. An effective teacher requires an effective supervisor and principal. I do not have any special knowledge about the causes of the breakdown of discipline in many ghetto schools or of the cures. I believe that the involvement of some of the parents in more active roles as teachers' assistants might help. Special training of supervisors and principals might also help. But of one thing I am certain: without discipline, no real learning can take place.

   d) It might be helpful by the beginning of the 9th grade and, if practical, earlier to establish some type of contractual relations with incentives and rewards to encourage young people to put forth the required effort to learn. No effective learning can take place without effort on the part of the student; and in many schools students cease very early to make the necessary effort. In middle class families the parents are engaged in subtle pressuring of their offspring to meet the school's performance standards; this is not the case in many ghetto schools. Hence the importance of some institutional equivalents for what is lacking by way of pressures exerted in the home.

e) I have not been overly impressed by the record of alternative schools and surely not of most vocational courses in high school. The former appear to depend too greatly on charismatic leaders who by definition are scarce. The weakness in the latter runs as follows: the good vocational schools/curricula are selective, which means that the weak students are excluded. The vocational courses open to the weak students are often of little or no value. Moreover, with the economy tending ever more strongly in a white collar direction, all students need to master the basics. One important challenge for vocational educators is to develop interesting new ways of engaging the non-bookish student to learn to read and do arithmetic in connection with shop or other vocational subjects.

f) More flexibility re combining school and work would help. Students might drop out less if they had early evidence from part-time work that what went on in school had some relevance for them. Greater ease of returning to school, at least part-time, for concentrated remedial work might also help.

g) Since in my view these ghetto youngsters are educable but many of them fail to acquire basic skills that would facilitate their later employment, the major challenge is to raise the performance level of the educational establishment. The pressure should be put on and kept on the responsible public officials to see that improved performance is achieved. Twelve years of instruction costs society between $25,000 and $30,000 in a large city school system. Taxpayers, parents, and students are entitled to a better deal.

2. What improvements could be made in the employment and training system to reduce the extent of youth unemployment?

a) In my view the principal employment and training (E&T) programs directed to youth such as NYC and work experience under CETA contributed little to helping those most in need of help. Recent targeting has helped and I would urge that Congress continue to target.

b) The income transfer aspects of most youth programs deflect attention from what should be in my opinion their principal goals--remedial education and skill acquisition to enhance employability. We made an error in moving to "wages" instead of "stipends." As Congresswoman Edith Green used to argue, giving young people money is not the preferred way to raise the income of families in poverty; it may be the second best way. I have not had an opportunity to undertake a first-hand review of the OIC programs but I know that the Reverend Sullivan makes the same point.

c) Poor linkage between DOL (CETA) and HEW (general and vocational education) has made it difficult to combine remedial education with skill acquisition. Yet this is what many unemployed youngsters most need.

d) The greatest weakness in all E&T efforts has been to provide training without a job opening more or less assured for those who complete satisfactorily. The model that needs replication is the assurance provided in certain Job Corps centers that completers will be taken into a trade union apprenticeship program, or otherwise be fitted into a job slot.

e) On the basis of what I have observed in Sweden and read about in Germany, we have not been willing in the U.S. to make, in general, sufficiently large investments to assure that those who need employability assistance get something substantial out of their training. We have stressed work experience and training courses of 4-5 months duration, instead of 10-12 months of solid training. With tighter targeting we should move to more substantial training, but only if links are established with employers to do the training or agree ahead of time to accept those who complete.

f) For those who stay the course, I consider the Job Corps among the best of the E&T programs and would recommend an increase in slots. Since the opportunity to attend is costly to the taxpayer and many drop out, I would urge consideration that young people be asked to "earn" their way into the program by passing a remedial educational course in their home community or going through some other screen to give evidence that they are serious.

g) On this same principle I see merit in trying to develop the concept of entitlement in some way that the student earns his way into the program. Ideally I would like to make a "contract" with all eligible 15 year-olds that as long as they perform satisfactorily in school and in part-time jobs they would have an opportunity to get another and better one (at slightly more pay) the following summer or year and that when they graduated they would be assured a regular job opening or could go on to post-secondary education or training.

h) Most E&T efforts have been much too restricted to the public sector without effective ties to the private sector. If we move ahead with an energy conservation program I would urge the use of private contractors, who bid and win government contracts, having to accept onto their work force a reasonable proportion, up to one-third, of eligible young people as determined by the Job Service.

3. What are the root causes of the high incidence of youth unemployment and what are the appropriate policies for dealing with them?

   a) The weight of youth unemployment falls disproportionately on minority youth and white youngsters who live in declining rural or industrial areas. If the latter relocate to areas of average or above average economic activity most of them will be able after a short time to make a reasonably permanent attachment to the labor force. Hence, I see the problem of high youth unemployment primarily as a problem afflicting minorities.

   b) Direct discrimination (hiring and promotion) and indirect discrimination (the whole weight of unfair treatment involving housing, schooling, self-image, lower family income, etc.) loom large.

   c) However where minority parents have made it into regular jobs with regular incomes, their children are much less likely to develop the handicaps that will be reflected in long unemployment. This means that poverty in all of its connotations weighs heavily on minority families and compounds the problems that their children face when they are ready to enter the labor force.

   d) In the case of Hispanics the lack of fluency in English is often a further contributing factor. Also many black youngsters lack adequate language and comprehension skills.

   e) The heavy concentration of minority populations in the cores of many stagnant or declining cities further handicaps their obtaining jobs when they are ready to work.

   f) Their lack of basic white collar skills (see above) is a pronounced handicap in cities where manufacturing jobs now account for only a small proportion of total employment.

   g) Believing that they will never have a chance to move out of the worst jobs (low pay and poor working conditions) many youngsters give up quickly in job search and in holding on to a "lousy job" until they can get a better one. They prefer the excitement of the streets where they can pick up the spending money they need.

   h) Many young women, especially among the blacks, become mothers before their 18th birthday. Most of them leave school before they have acquired reasonable command of basic skills; once on welfare they have a hard time getting off because of their child care responsibilities and their limited employability.

i) Many of the appropriate policies to deal with excessively high youth unemployment among minority groups have been set out above. The most important are recapitulated below:

(1) The closer the economy runs to full employment the better, but as the record since 1961 makes clear: large additional job creation in the face of a rapidly expanding labor force will still leave many youngsters without a regular job.

(2) Any and all actions directed at reducing and removing discrimination from all aspects of American life will help.

(3) Improved performance of the schools in instructing the young in basic skills is essential.

(4) Strengthened E&T programs aimed at employability can provide second chance opportunities. They should be targeted; entrance into the better programs should be earned; and to the extent possible explicit contracts made between the rewards society promises and the efforts required of young people.

(5) Special support services must be directed to young women who become teen-age mothers and who need to be relinked to education and work to prevent their long-term entrapment on welfare.

(6) All E&T training programs should be linked to the maximum possible degree to private sector job openings. Government contractors should be urged (or forced) to accept a reasonable proportion of eligible minority youth who seek jobs and the federal government should, if necessary, subsidize the extra costs connected with hiring them.

(7) There is no one, and surely no easy way to bring minority youth unemployment down to an acceptable level (close to whites). But if the American people do not want to continue to pay the current high costs of such unemployment in terms of violence against people, theft of property, arson, suicide, alienation and the still higher costs to come, they must decide that they have no option but to focus on its remediation until it is no longer a national scandal. It is a problem that can be handled only if the public decides that it must be attended to.

Sincerely,

ELI GINZBERG
Director

A PERSPECTIVE ON YOUTH UNEMPLOYMENT

Prepared for:

Carl D. Perkins, Chairman
Elementary, Secondary, and Vocational Education

Augustus F. Hawkins, Chairman
Employment Opportunities

Congress of the United States
House of Representatives
Committee on Education and Labor
Subcommittee on Elementary, Secondary and Vocational Education
B-346C Rayburn House Office Building
Washington, D. C. 20515

Submitted by:

James A. Sullivan
Professor and Chairman
Department of Vocational Education Studies
Southern Illinois University
Carbondale, Illinois 62901

October 1st,1979

A PERSPECTIVE ON YOUTH UNEMPLOYMENT

State of the Problem

Youth unemployment levels are more than twice the national average. Among blacks and hispanics, unemployment among job seekers is often four times this number. During a recession, the situation worsens. Not only is there fear of retaliation from this group of unemployed youth, particularly during the summer months, but America harbors an abiding concern that its youth are the answer for future prosperity, and at least for the present, its most valuable resource is being wasted.

Futurists warn us that complex systems and accelerated conditions generate problems for which there are no simple solutions.[1] We are part of a system in change, and adapting requires human flexibility not associated with previous times in history. If youth unemployment is considered to be one of these problems, proposed solutions must take into effect both complexity and compressed time, looking ultimately toward a future solution and predicament for our youth rather than a stop gap measure which cannot satisfy their condition of unemployment, even for the present. Such urgent solutions also have the side effect of eroding public confidence in times of inflation-depression.

The justification for public subsidized employment rests upon the notion that experience at work will improve one's employability by developing good general work habits and specific job skills.

This approach is tested when the subsidy is removed and the new worker attempts to self-sustain in private enterprise. About 1.2 million youth are currently participating through CETA in subsidized employment.[2] The evidence compiled by the Government Accounting Office suggests the majority of workers undergoing this experience earn less than the minimum wage, and there are those among us who believe the public employment experiment is an unworkable simulation rather than a realistic answer to preparation for the labor force as a competitive worker. The salary subsidy in not-for-profit enterprises also has the side effect of stimulating the expansion of yet another government payroll, with the increased financial deficit and efficiency suspected of most bureaucratic structures. To be justified, sbusidized public employment would have to prepare workers to enter private employment and compete successfully for advancements and improved conditions. However, the environment and condition of public employment simply does not seem to provide the equivalent experience to develop those competitive skills, and instead becomes unwieldy and expensive, recognizing symptoms rather than causes more central to the unemployment problems of youth.

It must be conceded, however, that competitive employment may be a goal which cannot be initially reached and that interim solutions and goals will have to be accepted which have promise for training our young for the uncertain future and, at the same time, for subsidizing a maintenance level living condition.

Where Are Management, Organized Labor and the Schools

While youth unemployment is commonly associated with lack of skill training, lack of work history, and even perhaps youth unreadiness to engage realistic work, there are other root causes which seem to be beyond correction by the schools, and employment and training systems. One of these is general high unemployment among mature adults already working whose ranks resist encroachment by a young worker who may replace them. A second and more difficult cause for youth high unemployment is that many of the available jobs are located in places remote from high concentrations of youth, who also have limited means of transportation and no inclination to relocate. In this respect, youth share a characteristic normally associated with many of the impoverished. That is, they simply don't have the financial resources to be available where the jobs are on a daily basis.

At times of high unemployment there is a reluctance by management to hire young workers in the face of surplus manpower resources. Organized labor is also disinclined to support employment programs for youth when mature wage earners are having difficulty finding work. A dozen or more youth employment programs are administered by the schools and through CETA which encourage entrance into work through experience programs, but these activities only forestall the time when still larger numbers will enter the labor market with increased expectations when real opportunities for a good job are not appreciably improved.[3,4] Coordinating such programs has now become a major preoccupation with many professionals in the face of charges made by the Congress that our youth not only are worse off than before, but that we are also wasting our limited financial resources with an exercise in inefficiency. The question is being asked: What are we doing wrong?

Social Problems

There may be another cause for high youth unemployment more pervading than others. And this is that individuals who could help our young attach themselves to schooling and work experiences which suit their needs, for example, interested parents, teachers, training counselors and placement specialists, are just not available or competent to guide, train and follow-up these students on an individual basis. The substance lies in caring. The competence may be rooted in the research and professional training provided by the universities generating the desired results.

What may be lacking now in the charge for cooperation among agencies serving youth, however, are the ingredients of interdependency and joint vested interest which would soften the barriers between traditional competitors so they would work together toward a common goal. If, for example, the funding and responsibility to provide services were equally shared, then the means would have to be found by which cooperation would be feasible and assured. While the enabling legislation must put teeth into these requirements, it also must be cautious not to place unnecessary encumbrances on an already "paper heavy" system which impedes useful work.

There is also the stark reality that youth entering work both expand and replenish the labor force and that, except during times when the economy is growing, their numbers require an unwelcomed accommodation. This has less impact on the technical and skilled workers who are in demand but very much so for the unskilled worker who is not and has less prospect for securing well paid work and achieving advancement. Recent labor statistics illustrate, for example, that unemployment levels for unskilled adults in the labor force very nearly approache those for youth, age 20 and under, and seem to indicate that both training and subsidized work experiences in unskilled occupations should be avoided as a potential solution to the problem.

How Do Education and Training Fit Together

An additional assistance to cooperative relationships could take the form of approved legislation administered by the various agencies with the same anniversary date. Overlapping legislation and funding are both wasteful and generate a competitive spirit among supporters of the various bills.[5,6]

The proportion of time spent by the student between education and work in the pedagogy of vocational edcuation has not been reconciled, even though a mix of the two in preparation for entry into employment is seen as desirable by most authorities. Education gives the major emphasis to preparation in schools, whereas employment and training systems give major emphasis to preparation at work. One model school program, cooperative education, which shows high and consistent levels of success, closely coordinates the work at approved training stations with related instruction in school. The entire experience is managed by a teacher-coordinator who plays the dual role of teacher in school and work coordinator in the community. In high schools and community colleges the cooperative education experience is part of a diploma or degree program which credentials the graduate in a specialty and degree. Both have equity and value to the future worker.

There is evidence to support the sequence of youth training in school, interspaced with training experiences in private employment as a solution to youth unemployment.[7] Such a system would require cooperative and interdependent relationships among schools, employment and training agencies, and private employers. A typical student-worker program might last two years and result in credentialling in a specialty with a degree or diploma. The major emphasis would be on the skilled rather than unskilled occupations, on advanced rather than just entry skills, and on future employment in communities across the country. Youth should be prepared for skilled and technical employment remote from places where they now live. Edcuation should be accountable for adjustment and training, employment and training agencies for placement and follow-up. Business and industry should be given incentives to provide training experiences at skilled and technical work. These functions would be housed in the school and use a joint record and reporting system. Universities would prepare the professional personnel to teach, place students and evaluate results. Students would receive tuition and training stipends from the school.

Unlike the recent past, there also is the incentive of needed enrollments for vocational education in high schools and community colleges, though lack of sufficient financial resources do not now permit the massive training and placement effort called for by the youth unemployment problem. Some gains in funding efficiency might be made if Vocational Education and CETA legislation were funded under a common bill.

The emphasis on CETA programs for employment and training in the recent past has had the effect of establishing a dual system. One is in the schools, the other is managed by the Department of Labor. The basic justification for CETA programs is now under scrutiny because they have been less than totally successful. More funding is not seen as the answer. Rather, reexamination of both school and work related programs is underway to gain new insights into the problem of youth unemployment. Two side issues have now been raised: first, have the schools really failed, or is our failure to train and place our youth in employment part of a larger societal problem; and secondly, has education been underfunded as claimed to accomplish many of the same goals as CETA programs, and would a review of this issue encourage increased involvement by school based vocational and technical programs.

Some Tentative Recommendations

Reduce agency competition. Consider joint contracts among agencies which serve students following an individualized education and employment plan.

Require common offices, coordination, planning and cooperation on a daily basis.

Build in agency interdependency, giving each agreed upon responsibilities and authority.

Centralize the authority for local cummunities by having them managed by a competent professional, for example, retired school superintendents, regional rehabilitation directors, and other community citizens with status, credentials, and local credibility.

Require advisory committees consisting of community leaders from the schools, business and industry, and labor. Have them operate at two levels: one consisting of the community leaders where policy is made, and the second at the program level where the daily operation is managed. Meetings should occur monthly and bi-weekly.

Require youth participation in program decisions. Professional polling might be used to gain a sense of their feelings, frustrations, ambitions and urgency of need.

Sample opinions of youth in the schools, at work and among the unemployed, to become concious of trends and progressions which improve or erode their condition and hope for future employment.

Finally, consider the proposition that not all solutions to youth unemployment are workable, and that each should be corceived and tried as a hypothesis. This would soften the belief commonly held by the public that "here's a new deal or a one-shot cure for your ills." Rather the notion of "tentative solution" should be implanted, both with the government and the public, toward the goal of gaining efficiency by eliminating permanent bureaucratic structures. Each proposed solution thus would be one trial in a long term project designed to both help our youth and collect information for future research.

FOOTNOTES

[1] Tofler, Alvin. *Future Shock and Eco-Spasm Report* (1975), Des Plaines, Illinois, Bantam Books, Inc.

[2] *Manpower and Vocational Education Weekly*, Washington: Capitol Publications, Inc., Vol. 10, No. 33, p. 7.

[3] Comprehensive Employment and Training Act Amendments of 1978, Public Law 95-524, 95th Congress, 29 USC 801, October 27, 1978.

[4] Comprehensive Employment and Training Act Regulations; Final Rule, Federal Register, Washington: Department of Labor, Employment and Training Administration, Tuesday, April 3, 1979.

[5] Dunham, Daniel B., and Young, William C. "The Federal Commitment to CETA-Education Collaboration", *Illinois Career Education Journal*, Springfield, Illinois: Illinois Office of Education, Vol. 36, No. 1, Summer, 1979, p. 14.

[6] Stevens, David W. *The Coordination of Vocational Education Programs with CETA.* Columbus, Ohio: National Center for Research in Vocational Education, 1979.

[7] Evans, Rupert N. "Strategies to Enhance Learning as a Part of Youth Employment", Paper prepared for the Vice President's Task Force on Youth Employment, June 20, 1979.

STATE of INDIANA
State Board of
Vocational Technical Education

INDIANAPOLIS 46204

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September 21, 1979

Honorable Augustus F. Hawkins, Chairman
Employment Opportunities
Committee on Education and Labor

Honorable Carl D. Perkins, Chairman
Subcommittee on Elementary, Secondary,
and Vocational Education
House of Representatives
B-346C Rayburn House Office Building
Washington, D.C. 20515

Dear Mr. Hawkins and Mr. Perkins:

I would like to thank you for the opportunity to write a policy paper on the issues of youth unemployment. As State Director for Vocational and Technical Education, I am constantly concerned with the youth unemployment problem.

I appreciate your continued dedication and support on solving the unemployment problems of our youth. Hopefully, in the future we will have some answers on how to deal with the growing problems of training unemployed youth.

Again, I would like to thank you for the opportunity to express my concerns with education's role in solving the youth unemployment problem.

Sincerely,

Don K. Gentry

DON K. GENTRY
Executive Officer/State Director
of Vocational Education

DKG/TRF:pdp

With federal legislation requiring more and more coordination between similar types of programs sponsored by different branches of government, we must implement new methods for more efficient use of these resources.

If we are to have a collaborated effort in solving youth unemployment, vocational education's role in the Comprehensive Employment and Training Act should be more clearly defined.

Vocational Education and CETA programs are intended to serve complementary purposes. Students must first be identified and then prepared with knowledge and skills and in turn be able to utilize the knowledge and skills for successful employment. Vocational Education and CETA programs serve the same target groups, youth who are unemployed, underemployed or economically disadvantaged. Vocational Education and CETA have the systems to complement strengths in several delivery areas. However, CETA and Vocational Education are faced with a number of program issues which affect coordination in the employment training system to combat unemployed youth.

Some of the issues that affect not only the educational system but the employment and training system are:

1. Cooperation between CETA and local education agencies is made more difficult because of incompatability in procedures. Most of the serious conflicts arise because of physiological differences.

2. There is not enough time for state vocational education agencies to develop quality programs under CETA to solve youth unemployment. About the time Vocational Education starts programs to combat youth unemployment, drastic changes are being made in the CETA legislation. Programs for unemployed youth funded by federal funds should be for a three (3) to five (5) year time frame so schools are assured of funding and can attract qualified personnel, buy needed curriculum materials and modern equipment which would lend to more quality training programs.

3. Without more federal support, the educational system cannot develop and expand vocational programs to meet the added needs of the unemployed youth.

4. Family income does not accurately measure the need for employability. Keeping students out of programs because of income label the youth participants and segregate them from those not allowed to participate. We should concentrate on all unemployed youth regardless of income levels.

5. Local education agencies should be given full responsibility for training all youth for employment skills under minimal direction and guidelines from state vocational agencies. Vocational education programs are already providing many of the services for unemployed youth. With supplemental federal funding of vocational education, local schools could be doing even more.

6. Existing data does not reflect what is needed in each local area or state. Local communities must determine what their needs are concerning youth unemployment. The state vocational agencies should then take the aggregate of local needs and develop state plans to facilitate the youth unemployment needs for each state. Youth unemployment needs should be generated from local to state to federal, not generated from federal to local or federal to state to local. All primes, when it involves any vocational training, should be linked to the State Board of Vocational and Technical Education to develop local plans for training.

7. We need to have more linkages from education and employment rather than just finding jobs for youth. Youth cannot be moved from public service jobs to private sector jobs unless they have the academic skills that will enhance success in employment.

8. Recruitment is very important in getting youth involved, because someone must identify the youth, and their needs. The employment service is not doing an effective job in recruiting or identifying youth.

CETA's move for collaboration between prime sponsors and local education agencies has produced few results, due to the lack of a mechanism to facilitate cooperation. Presently any collaboration between employment and training agencies and educational agencies can be successful only through mutual acceptance at the local level.

State Vocational Education boards can be the mechanism to help collaboration with local education agencies. The boards are already involved with all local education agencies. State Vocational Education can provide the personnel to help bridge the gap between CETA and the local education agencies.

State vocational agencies can be the mechanism to establish formal and informal CETA vocational linkages among local agencies and state agencies to tackle the youth unemployment problem. With State leadership local school corporations can conduct successful youth employment programs with the state agencies cooperating to overcome conflicts and obstacles that often prevent interaction toward common goals.

We must take a comprehensive approach to youth unemployment. We must identify the target population (unemployed youth), based on local needs, workable criteria, adequate personnel, and develop a simplified process for year-round comprehensive programs of education, training, and counseling leading toward gainful employment. The program should address the multiple needs of all youth by combining several agencies' programs and sources of funds.

The systems are there and, with just a few exceptions, are good. Both CETA agencies and vocational agencies have roles to play in combating unemployed youth. Both need to utilize each others resources and do only what they are qualified or designated to do.

VERNE A DUNCAN
STATE SUPERINTENDENT
OF PUBLIC INSTRUCTION

STATE OF OREGON
DEPARTMENT OF EDUCATION
942 LANCASTER DRIVE NE
SALEM OREGON 97310

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September 28, 1979

The Honorable Augustus F. Hawkins
Chairman
Employment Opportunities
2371 Rayburn House Office Building
Washington, D.C. 20515

Dear Representative Hawkins:

This letter and accompanying paper is in answer to your letter of July 26th requesting response of certain agencies to policies on youth unemployment.

The attached paper deals with fine issues, that if enacted, would allow schools the opportunity to respond in meeting the needs of under trained, untrained and disadvantaged youth of this country.

We would welcome the opportunity to discuss to greater degree any issue or point in the paper with you if you so desire.

Cordially,

Verne A. Duncan

Verne A. Duncan
State Superintendent of
Public Instruction

VAD:cmj
Enclosures
cc: Representative Carl D. Perkins

P.S. We have moved. Our new address is 700 Pringle Parkway S.E., Salem, Oregon 97310.

Maximizing Education's Contribution for Reducing Youth Unemployment

Submitted To:
The Honorable Carl Perkins
and
The Honorable Augustus F. Hawkins

September 27, 1979

With fewer unskilled jobs and on-the-job training opportunities, a more complex and demanding labor market makes occupational preparation a necessity for almost all citizens. It poses special problems for youth who have found they cannot relate to formal schooling or approaches that are effective for most people. The total labor force in Oregon by April 1, 1980 will approach 1,268,600. Of this, 114,310 will be in the 16-19 age group, with another 198,210 in the 20-24 age group. Almost 25 percent of Oregon's labor market will be in the age group from 16 to 24. Projections by the Employment Division show that the anticipated unemployment rate will be 12.1 percent in the 16-19 age group versus 6.5 percent for the total labor force.

Where quality vocational programs exist in the public school system they have proven to be very effective in reducing the unemployment of youth. For example, in the Fall of 1978 two districts completed studies of their classes of 1975 three years after graduation. Results of that study follow:

	Non-Vocational Students Unemployed Looking for Work	Vocational Students Unemployed Looking for Work
District A	7.5%	1.5%
District B	6.5%	2.2%

It is apparent that vocational students have more success in finding employment.

In Oregon, high schools and community college vocational programs annually serve more than 100,000 youth and adults. Increased emphasis has been placed on serving the needs of unemployed youth; CETA youth programs also focus on this target population. The big question is how we get the potential early leaver and out-of-school youth involved in vocational education programs.

As efforts are renewed and increased to serve this target population, it becomes incumbent upon educators and manpower program personnel to pool their talents and resources. The schools must become more responsive and flexible and the CETA youth programs need to build upon the public school system more effectively. The emphasis must be on job preparation, but major attention must be devoted to an overall youth development strategy. Short term activities such as three to six months of temporary subsidized employment without an educational component will not resolve the problem of unemployed youth. At best if they had a good supervisor they hopefully would develop good work habits!

Issues for consideration:

1. For unemployed youth to receive the maximum benefit from public service employment, vocational education and related services should always be an integral part of the project. The inclusion of vocational education and related services will provide youth participants with the necessary job and transaction skills to enter non-subsidized employment. My view is that vocational education should be provided for up to one-half of a student's normal work week.

With adequate incentives, the public school system could provide the vocational education. However, to fully assume this responsibility, a more adequate supply of vocational teachers is needed to conduct vocational classes and supervise youth who are in cooperative work experience with employers.

2. In the larger cities where there is a continuing decline in the public schools' student population, special financial assistance is critical for building or leasing adequate facilities, purchasing instructional equipment and hiring teachers. The development of these additional vocational programs is essential to serving students still within the school systems as well as building a base to provide vocational education to unemployed youth who have left the school system early. If resources were available, the programs could operate all summer.
3. Incentives need to be provided to public schools to encourage them to assume "a new responsibility" for students who are exiting the system early. The school needs to assist students in making a satisfactory transition from school to work by providing them with special help, such as job search techniques and job referral assistance. During this period of time (plus or minus three weeks) students could be encouraged to get involved in supervised work experience with related training classes provided by the local school which would enable the school to remain in contact with these youth until they are fully integrated into full-time jobs or in some cases returned to school full time.
4. Schools need a more meaningful connection with the community, especially employers. Incentives needs to be provided so that

cooperative work experience can become a part of all vocational education programs. Students also need to see the potential for self-employment. To assist in such a cooperative effort employers need encouragement through effective tax incentives.

5. To help solve the long-range problem it is important that preventative measures be applied with potential early leavers prior to the time they exit the school. School personnel can identify potential early leavers, and with adequate resources, it would be possible for schools to provide effective occupational explorations, and vocational guidance activities that would encourage substantial numbers of students to enroll in vocational education programs.

   It is a known fact that too few high schools are prepared to help students become adequately informed about the diverse range of careers and jobs open to them. Yet, until this is well done, "happenstance" is the norm for connecting with jobs. For many, their personal drive and contacts will see them through, but others will get cheated in the process (or lack of it) and they'll end up realizing only a fraction of their potential.

In summary, I believe it is essential that we not create a separate, public funded education and training system apart from our existing public school system. We can best serve our unemployed youth and early school leavers by building upon, modifying, and extending our existing public school system. This is potentially much more cost effective and has the long-range benefit of making the public school system more responsive to the special needs of youth.

VOCATIONAL EDUCATION
and
TRANSITION OF YOUTH TO WORK AGES 14-21

Byrl R. Shoemaker
Director, Vocational and Career Education
Ohio

During the past twenty years of unprecedented growth of social awareness, social conflict and social change, it often goes unrecognized that such issues grew out of and were made important by the technological changes in our society. Just as industrial development made the tragic practice of slavery economically as well as morally wrong, the technological revolution made obsolete the menial, unskilled tasks that provided employment for a significant portion of our disadvantaged and handicapped population.

A number of massive attempts have been made through government intervention to ease the problems of the social and economic changes. Such efforts took the form of the OEO war on poverty, the Job Corps, the Manpower Act, revenue sharing and the Comprehensive Employment and Training Act. All of these have been valiant efforts, but have been directed toward solutions to the problem after the fact, on a short-term basis and outside the established systems for social change--the public schools of our nation.

It is true that some investments have been made through the educational system directed at the disadvantaged and the handicapped through such federal legislation as the ESEA Act, the Act assisting the handicapped, and the vocational education legislation. Only one of the three has had a significant effect on the total population with which it was concerned and included the laws necessary to force the states into a total change effort. This law was the one dealing with the handicapped. A significant amount of federal money was provided, but in addition the law forced state action and investment.

The ESEA Act has had a limited effect on the total educational system, even though it has provided some assistance to a limited population in the schools. Funds for vocational education have not been at a level that would motivate or assist the states to achieve the very broad and worthy goals identified in the legislation. In addition federal vocational education legislation has tended to abandon or at least restrict services to the normal productive population in favor of investment in the disadvantaged and handicapped population. Both populations are important and as we move from a surplus of youth to fewer graduates of our schools due to decline in births all young people may become the golden eggs of our future.

In addition, the rapid changes in our industrial and business technology call for a system of vocational education that can be responsive to both industrial and people needs on a continuing basis.

A position paper on "Early School Leavers" developed by the Office of Occupational Planning in the U.S. Office of Education focused upon the 820,000 youth between the ages of 16-24 that annually drop out of school. The paper pointed out:

(1) This substantial number of dropouts represent a real threat to society in terms of increased juvenile delinquency, criminal behavior, and urban unrest.

(2) They represented a threat to the economic stability of the country.

(3) An inequality of opportunity based on subtle barriers, restrictive environments, irrelevant curriculums, inadequate counseling, and a host of family and social economic factors.

(4) The importance of social justice and the quality of life in the nation.

Of probably equal importance and certainly reflecting greater numbers is the tragedy of the high school graduates from the so-called "general program." Such graduates have not prepared for either work or college and may represent the majority of the students in the graduating class. For most youth, high school is their last chance for a full-time educational program. The tragedy of this group is emphasized by the statistics that less than 5% of the jobs in the nation are classed as unskilled and only about 11% require a college degree. The vast majority of our youth need a vocational or technical education to compete in the work force. An unemployed high school dropout or graduate represents potential social welfare and social dynamite.

The federal acts for vocational education can provide leadership and funding for developing, maintaining and expanding a program of transition of youth to work through the public schools of our nation which effort must include a thrust directed toward the improvement of the home and family. Solutions to most of our national problems dealing with crime, unemployment due to lack of skills, and improvements in the quality of family life cannot be achieved on a short-term effort or through massive federal investments thrown at the problems after the people are incarcerated for crime, unhappy prisoners of the welfare syndrome, or accustomed to an existence lacking the quality of life equal to the dollar income to the family or the income that could be earned if motivated and trained for work.

In discussing the elements of a program of transition from school to work, there are many that relate to the total educational effort starting with the kindergarten program. Only the elements related to vocational education and those that could be initiated or expanded by the federal-state-local relationships in vocational education will be identified.

Prior to Age 14

The system of vocational education in Ohio has two direct inputs in the transition to work before age 14. One is the program of education for career choice and the other is a program designed for girls at age 12 or 13 in our major cities who are potential persons for dropout and pregnancy.

The program for career choice is focused within the curriculum in Grades K-10 and emphasizes career motivation in Grades K-6, career orientation in Grades 7-8 and career exploration in Grades 9-10. When vocational education in Ohio was serving only about 5-7% of the youth in the last two years of high school in job training education the need for career choice skills on the part of youth was not too important. As the percent of youth enrolled in job training programs in the last two years of high school in Ohio has increased to 39.7% in 1979, with the total including consumer and family life exceeding 54%, a program providing cognitive, affective and psychomotor experiences for youth leading to reasonable career choice is extremely important. All youth need such developmental experiences, not only for the purpose of vocational choices, but for technical and professional choices as well. At the present time about 20% of the youth in K-10 in Ohio have an adequate program of career education. The price for providing an adequate program for all youth in Ohio in Grades K-10 would be $16 million annually.

The Impact program offered in our major cities is mainly for girls, since they mature earlier than males and we face a problem of teenage pregnancies. A brochure providing a brief description of the program is attached. It does not involve cooking and sewing, but is focused upon personal development and social and communication skills. This program has demonstrated the ability to intervene in the development of the students to the point where it has been well established in most of our major cities. The program suffers, however, from the lack of support services in terms of physical and mental restorative services and remedial educational services. Also, the amount of assistance provided from the state for such a program still requires a significant local expenditure and funds are tight in most of our major cities.

Age 14-16

Age fourteen has been identified by many educational administrators as the age when many problems submerged or controlled in youth in earlier years surface with a vengeance. Educators have convinced those of us in vocational education that a type of vocational services is needed for 14- and 15-year olds or they will drop out before or at age 16. Research indicates occupational choice is not reasonable until about age 16, thus it is not reasonable to place students in job training vocational education before that age. To meet the needs of this group a program was developed which has been identified in Ohio as Occupational Work Adjustment. This program has been encouraged nationally under the leadership of Lucille Pinkett in the Department of Labor, as a work experience career exploration program (WECEP). The program of OWA involves two 45-minute periods per day of competency based education, including subject matter or remediation under one teach-coordinator. The same teacher-coordinator is responsible for placing the youth in a work situation for pay for no less than one and one-half hours per day. This program does not commit a student to a career choice, but increases their options for choice and their motivation to remain in school. Over 9,000 students are enrolled in the program in Ohio and would expand to 16,000 if stipend money was available. For a very cheap price we could change the attitude of youth toward life and work. A brochure providing a brief review of the program is attached.

In Ohio we have been promoting the establishment of a human resource center to become effective in serving youth at 14 years of age and above. Experiences in Ohio with a Job Corps type center under the leadership of our Division of Vocational Education, before there ever was a Federal Job Corps, taught us that many, if not most, of the dropouts have physical, mental or severe educational problems that were never recognized or treated while they were in school. In vocational education we do not have any funds to provide the restorative physical or mental treatment services required to enable a number of youth to be ready to prepare for work and very little funds under the special needs allocation from PL 94-482 for remedial education services.

A massive effort has been made in Ohio to obtain the cooperation of the public health, mental health, welfare, vocational rehabilitation, criminal justice and employment service agencies. Our approach has been to suggest that our public schools or area vocational schools could provide a building into which units of each of the agencies could be located. Under such a plan youth could be referred, evaluated and served by one or a combination of these agencies. A series of meetings have been held in Ohio with these agencies and our vocational education leadership. An attempt is being made to establish three model human resource centers, but all of the agencies except the Vocational Rehabilitation Services and the State Bureau of Employment Services are controlled locally with little impact by leadership at the state or national level. A bulletin describing the concept and a report of a series of meetings to spread the concept are attached. An investment at this age level in improving the health and educational abilities of the youth will have a significant impact upon their vocational or professional education and their availability for the labor market upon graduation. To date we have received more assistance from the Bureau of Vocational Rehabilitation and Bureau of Employment Services than any of the other agencies, but the funds have not been available to move boldly with such a plan.

Another tool needed for handicapped youth prior to enrollment in vocational education programs is that of work assessment and work evaluation. A number of such evaluation centers have been established with special needs money under PL 94-482, but a significant additional number is needed. The centers we have must compete each year with all handicapped projects, so no continuity can be assured. This process assists the handicapped to determine their strengths, interests and limitations. Adults are now requesting this service. Adequate vocational services cannot be provided to the handicapped without an expansion of this service.

A committee involving psychologists, physicians, welfare persons and educators have strongly urged that a family life program be provided for all youth during the 7th, 8th or 9th year of schooling. Such a program would be focused upon the role of the family and the individuals who made up the family. There would not be any cooking or sewing as a part of the program, but an attempt would be made to educate them toward parenthood while they were still affected by some type of parenting. In other less developed cultures children learn parenting through responsibilities for brothers and sisters. Our limited family membership and our highly structured society have limited such opportunities in our nation. Some effort must be made to change the attitude of youth in welfare families so they aspire to higher things than despair and poverty.

Age 16 - Graduation

A key problem in our nation is the low level of growth of productivity. Research indicates that factors of growth rate real output per man hour were

85 percent related to people and 15 percent related to machines. In a modern technolgoical world in which so few of the jobs can be filled by unskilled persons and only about 11 percent of the jobs require a baccalaureate degree, the majority of the people must receive vocational or technical education in terms of the skills, technological knowledge, work habits and attitudes essential for entrance into employment and for advancement in that employment.

Research in factors relating to occupational choice indicates that a choice of an occupation becomes reasonable at about age 16. A coupling of the results of this research with the fact that for most youth high school is their last chance for full-time education suggests that vocational education for employment must be a major factor in the educational offerings for youth in our public schools starting at age 16. Within the state of Ohio 39.7 percent of all youth in the last two years of high school are enrolled in job training vocational education, and another 14 percent are enrolled in consumer and family life education. In several of our major cities the percent of the students enrolled in job training vocational education has exceeded 50 percent of students in the last two years of high school. An unbelievable 97.4% of all youth in Ohio have available an adequate program of vocational education.

During his inaugural address the Governor of our state of Ohio, James A. Rhodes, stated that 75 percent of all youth in the last two years of high school should be enrolled in vocational education and predicted that this would come about in the early 80's.

Any program proposing to be of assistance to youth in the transition from school to work must include a number of vocational education program services during the period of age 16 to graduation or school completion. There is absolutely no evidence that a heavy emphasis on an in-depth vocational program in the last two years of high school limits the decisions of youth upon graduation or program completion. Annually 7 to 10 percent of the vocational education programs in Ohio go on to technical or professional education. Youth graduating from an in-depth program in vocational education can complete all of the requirements for a first-grade high school diploma and are eligible to enter a university if they change their mind. Research indicates that success in college correlates with how well students do in whatever they take rather than the particular set of subjects followed. The person that is cheated in the last two years of the public education system is the young person following the so-called "general" curriculum which our Governor claims leads only to general unemployment. The person graduating from the general program is prepared neither for work nor for college.

Also of importance is the fact that the development of the very important common learnings which we expect the school to develop in all young persons can be achieved in the vocational education program, as well as in the other facets of the educational offerings. Attributes of good citizenship, honesty, responsibility and work habits and respect for one's fellow worker can be developed as well in a laboratory situation provided for vocational education as in any other facet of the school program. The development of these important attributes are not a function of content, but are a function of the goals and methods of teaching in each of the educational programs in which the young person enrolls, including vocational education.

Of significant importance is the fact that to be important in the delivery system of transition of school to work there must be available to every youth a broad program of vocational education in terms of both interest and abilities and opportunities for employment upon graduation. Vocational education must not be delimited in its thrust to the less able and handicapped or only the above average or gifted. In many states, including Ohio, it has been necessary to bring together the student base and tax base of a number of school districts in order to make possible a breadth of program offerings on an economical level. Such area vocational education efforts place an extra burden upon the tax base of both the state and local communities. Facilities built to serve an area basis serve both youth and adults. Within the state of Ohio a minimum scope of program has been established at no less than 12 programs and 20 classes, with the added provision that no more than four of these programs can be of a cooperative nature. The early goal in Ohio was to provide facilities and equipment to serve not less than 40 percent of the young people in job training, and this goal will be met by the 1980 school year.

As identified earlier in this paper our Governor has suggested a new goal of 75 percent of all youth in the last two years of high school be enrolled in vocational education.

Ohio has a considerable investment in cooperative education and believes strongly that cooperative education is an important tool in vocational education. During the school year 1978 over 46,000 high school were enrolled in vocational cooperative education programs and earned over $52 million. Experience suggests, however, that cooperative education is not as effective in delivering skills and technical knowledge in highly skilled occupations as is the institutional training provided within the school laboratories and shops. Achievement testing shows that students enrolled in cooperative education programs in highly skilled occupations gain less skills and technical knowledge than students enrolled in institutional training for a year and a half, followed by early placement during a part of the last half of the senior year. The area of cooperative education is a most important tool in dealing with disadvantaged youth with low motivation for continuing in school, and for the occupations which employ limited numbers of persons or which cannot be represented by institutional training in the area in which the student is enrolled.

In addition to providing a sound education for youth at the high school level who wish to enter skilled occupations upon graduation, the facilities provided for such institutional training also serve effectively for the preparatory training or upgrading training of adults during periods of time when facilities are not used by the high school personnel. Most vocational education facilities in our state are used from 14 to 16 hours a day to serve both youth and adults. Up to the year 1979 experience indicated that it cost about $5,000 per student to build and equip a vocational education center to serve both youth and adults. Unquestionably this figure has increased significantly during FY 1979 and will continue to increase in subsequent years.

A concept of vocational education for transition to work must include a number of offerings in the broad areas of agriculture, business and office, distribution, job training home economics related, and trade and industrial education. Within our state there are approximately 240 different occupational taxonomies represented in these five broad areas. Every effort is made to provide vocational training opportunities on an institutional basis for as broad a program as can be covered by the student base and tax base. Cooperative education program efforts then cover those occupational opportunities which provide few openings for students due to employment limitations.

As indicated above, one of the major roles of cooperative education is dealing with the disadvantaged students with low motivation. The program called "occupational work experience" in Ohio is planned to place such students in meaningful jobs in private employment and to teach them to hold those jobs. During the related study period in school they are taught a limited amount of technical understanding in relationship to their job and a massive effort is made in terms of general educational development, life survival skills, and good work habits and attitudes. Approximately 16,000 students are enrolled in occupational work experience programs during FY 1979 in our state.

Experience indicates that a young person between age 16 and 18 can be successful in gaining experiences in most of the occupations identified in the broad areas of construction, maintenance, repair and servicing. Youth of this age under competent instruction can build homes, repair automobiles, operate food services and do successfully any occupation involved at the vocational level, including such occupations as licensed practical nursing. Licensing boards and child labor laws, however, place significant restrictions upon the opportunities of such youth to gain skills and technical knowledge, work habits and attitudes necessary for employment upon graduation.

A recent study of vocational education emphasized the importance of the "placement function" as an integral part of our vocational education program. The concern must be for placement of both graduates and early program leavers. It is agreed within the study that teachers of vocational education must accept a major role in the placement of graduates. The transition from vocational training to work, however, can be benefited by the addition of a placement supervisor or coordinator. The major roles of such a placement person would be:

Job development
Inservice training of teachers
Job readiness counseling of students
Leadership of placement efforts
Placement of early school leavers and graduates
  not placed by teachers

It has been our experience in Ohio that such placement persons may come from education or industry and that competencies and attitudes are more important than credentials.

Fifteen of our 102 vocational planning districts do have full-time persons provided by our Bureau of Employment Services. The National Department of Labor, however, will not give them additional funds to add persons to other planning districts even though placements in the fifteen show justification.

Funding is needed to assure a competent placement supervisor in every vocational center or vocational planning district. High school graduation will take place in June. Most of the vocational students in Ohio are already on early placement. With improved placement efforts, all could be placed before graduation in most years.

Since approximately 25 percent of our youth drop out of high school before graduation another type of educational program is suggested which was utilized effectively 30 or 40 years ago and may be of importance again. I would propose that every effort be made at age 16 to have youth to choose to enroll in either a college preparatory program or a vocational program of either institutional training or cooperative education. For those young people who are totally school disoriented or at least disoriented to the point where they will not even participate in a program which provides at least half-time work and half-time school, I would propose a return to a continuation type of educational program. Under this program, with assistance from federal funds, youth would be placed in either private employment or into public service type of employment of a productive nature similar to those now operated by other agencies, but which should be operated under the direction of the public school in order to assure transition from school to work and a maintenance of a direct relationship with education during this period of time. Youth placed in such employment would be required to take eight hours per week of education, including at least instruction in areas of English and social studies so that they will be at least minimally prepared in these areas essential to effective citizenship. If this area of continuation education is operated by the public schools students will be required to be either in employment under public service or the private sector, or would have the privilege of returning to full-time education should their experiences in employment encourage them to re-enroll.

The public schools of our nation should be required to be responsible for the young people including both their successes and failures and must be encouraged to learn from their failures as well as their successes. The remedial education services, the physical restorative services, the social welfare services, the vocational rehabilitation services, the pre-delinquent services and employment services, identified as important parts of the human resource center concept identified earlier as important for ages 14-16, also are important for the ages 16 to 18. To participate effectively in vocational training for employment a young person must be both physically and mentally able and competent in those important tool skills of reading, writing and arithmetic. Almost any young person without a gross physical problem can learn to read at age 16 if they are properly motivated and we find that vocational education can provide such motivation.

Another important area of service which could be of service to young persons starting at 14 and continuing through graduation is that of a residential guidance and counseling center for pre-delinquent youth. Experiences with a program in Akron, Ohio have taught us that pre-delinquent youth who have exhibited the signs of social disorientation, which, if left unchecked, will lead to criminal activity, cnanot normally be properly motivated or educated in the normal classroom environment. Experiences indicate that such youth can be provided both academic and pre-vocational education if they are from ages 14-16 in an alternative educational setting in which there are small class sizes and teachers with the unique interest and ability to work with these youth to overcome the rage and hostility which exists within them. It is the belief of those of us working with vocational education in Ohio that a residential center providing guidance and counseling and experiences in good nutrition and health habits on a five-day week could add to the effectiveness of redirecting youth to a return to the main stream. Also, the residential facilities could provide the guidance and counseling services and health and nutrition services important for pre-delinquent youth who are enrolled in vocational education programs at age 16 to 18. This would be moving the role of the Job Corps down into the school system to catch many of the youth who will become candidates at a much more expensive level for either the Job Corps or the courts upon leaving school normally before graduation.

A test made by the correctional institutions in our state indicated that in a two-month period only 15 percent of the people assigned to incarceration in our correctional institutions had a high school diploma and only about three percent of the persons assigned to incarceration had ever had any vocational training. It would appear that an economical investment could be made in a residential facility, related directly to our public schools, dedicated to saving youth from a life of crime or unemployment as a part of the school system at the time when their future can be changed. There is no research at the present time to indicate that we have learned how to effectively lower the rescidivism rate once youth or adults are in the criminal system.

Family life education must continue to be offered for youth ages 16 to 18 with particular emphasis for preparation for marriage and family life. Again, cooking and sewing are not significantly important as are money management, family relationships, nutrition and child care. It would seem reasonable that with the growing need for child care for working mothers and for those children of teen-age parents child care centers should be established right in the high schools to serve not only the needs of the parents, but as a laboratory for youth 14 to 18 to study and to learn to care for children. For a small investment through the consumer and family life thrust of PL 94-482 excellent child care centers could be established in some of the empty facilities in our high schools and for an additional investment the necessary aid provided to handle the child care activities when the child care center was not used as a laboratory for family life education for both boys and girls. Under such an operational effort both society and the youth would benefit. An example of such a center is in operation in Dayton, Ohio with the assistance of vocational funds.

Age 18-21

The same facilities that provide vocational training for youth ages 16 to 18 or those planned in some states for adults must be used for pre-employment training for out-of-school youth between the ages of 18 to 21. Funding is needed to encourage schools to accept such youth into the ongoing programs for 16- to 18-year olds, even though they may not be interested in achieving graduation from high school. Stipend funds may be essential if a significant number of them are to be reinstated into full-time institutional training programs.

Upgrading courses must be offered for those young people to go into employment upon graduation from high school and find the need for additional education in order to hold or advance in a job. Every effort should be made to increase the scope and quantity of the apprenticeship program or employee learner program if that term is preferred, with a direct tie between the employment on the job and continuing instruction four to eight hours a week in cooperation with the vocational education program in the public schools that presently is provided as a part of apprenticeship programs.

Within our major cities and our disadvantaged rural areas the family life program under our vocational consumer and family life program, which has been established through outreach in Ohio into the housing developments and right into the homes, has a particular role to play with young families starting marriage before age 21. With either married or unmarried parents it is essential that a child motivation program be initiated to teach such young parents the importance of early childhood development before the child reaches the age of 3. Research indicates that early child development under the direction of the parent is the most important development in the total childhood period and if such development does not take place the child's chances for further development are seriously limited after age 3. The family life program under vocational consumer and family life programs must be an outreach effort right into the housing development in major cities and a traveling program in the rural areas if it is to have an effect on changing the cycle of poverty, not only of the body, but of the mind and spirit.

Summary

This proposed program of transition from school to work is neither simple nor inexpensive. It is very probable, however, that we have paid dearly for our efforts to treat the problem after it has become a cancer in the society. This program does not propose to substitute for the family, but to support and build on the family. It does not propose that education would continue as it is, but to change to a type of education essential if our nation is to survive. It is possible that some of the human resource services identified in the program above could be provided through the health, welfare, vocational rehabilitation and Bureau of Employment agencies now funded from the federal government. It has been my experience, however, that such agencies are leaderless at the state and national level and it is almost impossible to initiate any system of cooperation between such agencies and the public schools on any systematic basis throughout a state, much less throughout a nation. Legislation demanding the assignment of a certain amount of funds to the type of human resource center identified above through the existing health and welfare agencies or the redirection of a certain amount of those funds to such services through the public education system are the only two alternatives if adequate services are to be provided for youth of our nation.

There are examples of all of the programmatic efforts described in this paper that can be observed in Ohio with the exception of the residential center for pre-delinquents and the continuation program for 16-to 18-year olds who will not participate in any vocational or academic program.

I speak not from the concept of a bleeding heart, interested in "doing good," but from the standpoint of a hard-headed realist who suggests that we either make people physically and mentally well, provide them with the necessary training for work, and assist them to get that work, or we continue with the welfare syndrome. The cost of welfare and anti-poverty programs continue to bleed our great nation into a state of decadence, as has happened with every other great nation in the history of our world.

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A CONCEPT PAPER
FOR THE DEVELOPMENT OF
HREE HUMAN RESOURCE STUDENT SERVICE
CENTERS FOR VOCATIONAL EDUCATION

Submitted to

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by

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Problem

During recent decades, the personnel of various human service agencies have become increasingly aware of the potential impact that human service programs can have on the improvement of the quality of life in our society. This awareness on the part of state and local agencies has led to the emergence of a variety of different types of programs that focus upon providing diverse services to a wide range of clients. Indeed, the sheer number of such efforts has led to a situation where educational leadership is not only being asked but it is being mandated, as reflected in recent legislation relating to the handicapped and disadvantaged, to provide additional assistance to students, staff and parents concerning the scope and thrust of these human service efforts. This problem is further compounded when one begins to recognize that no one single agency alone can effectively respond to and meet the needs of the total person. Because of this unprecedented rise in demand for such services, community agencies as well as educational organizations are exploring new avenues involving interagency cooperation that will insure the delivery of viable non-duplicative human service programs that meet the "whole person" needs of the individual client.

Purpose and Goals

In an attempt to help resolve the problem, the Division of Vocational Education proposes the establishment of Three Pilot Human Resource Student Service Centers in Vocational Education. The major purpose of the three centers is to mount a comprehensive coordinated human services effort focused toward a student constituency. A basic assumption concerning this proposal is that the school environment provides a common meeting ground for both youth and adult students. Thus, the educational institution, with the direct cooperation and support of several community agencies, could provide a coordinated approach in working toward solving the needs of the "whole person" while he/she is still within the educational domain. It is envisioned that the purpose would be served with a capability that is characterized as prompt, flexible and relevant.

The goals of the three centers are:

1. To provide appropriate student diagnosis and evaluation as well as professional treatment to referred youth and adult students who have concerns, problems or disorders that interfere with their educational, social, economic and physical development.
2. To provide a multi-disciplinary consultive technical assistance approach in responding to the needs of the various local educational district staff. Leadership and technical assistance concerning student needs might be provided to such personnel as: the district superintendent, building supervisor, appropriate building specialists and classroom teachers.
3. To provide multi-disciplinary counseling to parents when specialized services are requested or required.
4. To provide needed staff training using a multi-disciplinary approach for local education constituent districts that will further enhance the ability of staff to plan for and implement appropriate referral mechanisms that are designed to meet the human needs of students.
5. To develop a network of formal and informal linkages (outreach capability) with local human service agencies in order to appropriately plan and provide for further client services, if such services are warranted.

Approach and Design for the Centers

The centers will be staffed by appropriate multi-disciplinary specialists with the highest educational and experience-based credentials. Persons who are highly competent in specialized areas of professional practice will provide consultive leadership expertise in helping youth and adults to prepare to actively participate at an effective level in educational programs essential to successful entrance into or participation in a technological society. Four broad conceptual areas have been identified that involve multi-disciplinary cooperation in providing sorely needed consultive human student services to students enrolled in vocational education programs. The four conceptual service interventions include:

- Education
- Social
- Economic
- Health

Figure 1, provides a preliminary conceptual staff design for the three Vocational Education Human Resource Student Service Centers. Although many more sub-elements can be and will be identified if the concept is operationalized, Figure 1 should suffice to indicate a unique approach that would encourage intergovernmental cooperation on both a formal and informal basis from the state and local levels. Such cooperation is extremely important during the planning and conceptualization phase as well as additional phases that involve implementation.

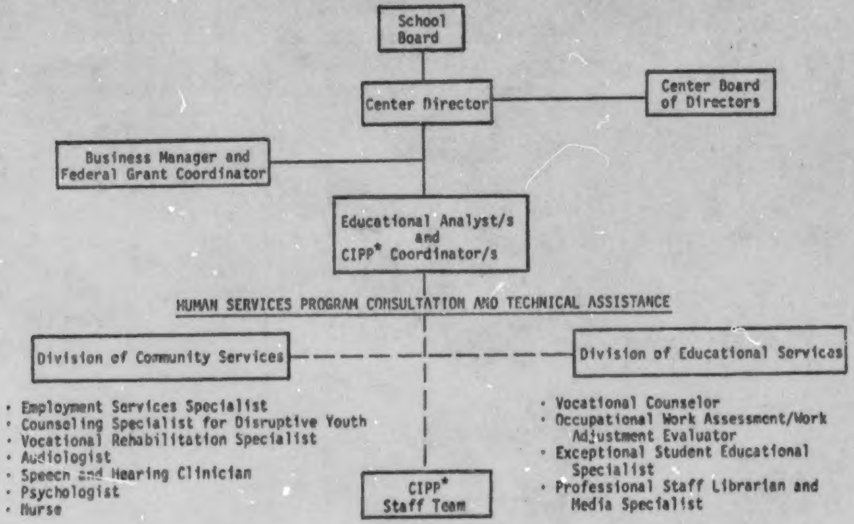
Although the purpose of this concept paper is not one of describing the total effort which is to be proposed, this section is intended to relate a possible multi-disciplinary approach to providing services for students that are based on human needs. Consequently, it is envisioned that the Center Design will provide for central administration and two operational divisions: The Division of Community Services and The Division of Educational Services, coordinated through an educational analyst/coordinator.

Referral Process

The proposed Center will operate on a client referral basis in cooperation with the host educational agency and its member districts. Students who possess or exhibit special and/or unique behavioral, physical, social, educational and/or economic problems are potential clients for the Center. All referrals to the Center must be accompanied with explicit, anecdotal records, detailing the nature of the client's suspected area of concern/s, measures that have been taken to alleviate the concern/s, and the current status of the client in the opinion of the referral agent.

FIGURE 1: A VOCATIONAL EDUCATION HUMAN RESOURCES CENTER

Organizational Design


School Board
Center Director
Center Board of Directors
Business Manager and Federal Grant Coordinator
Educational Analyst/s and CIPP* Coordinator/s
HUMAN SERVICES PROGRAM CONSULTATION AND TECHNICAL ASSISTANCE
Division of Community Services
Division of Educational Services
• Employment Services Specialist
• Counseling Specialist for Disruptive Youth
• Vocational Rehabilitation Specialist
• Audiologist
• Speech and Hearing Clinician
• Psychologist
• Nurse
CIPP* Staff Team
• Vocational Counselor
• Occupational Work Assessment/Work Adjustment Evaluator
• Exceptional Student Educational Specialist
• Professional Staff Librarian and Media Specialist

*CIPP - Client Individualized Program Plan

Admissions Process

Referred clients will be admitted to the Center via an educational analyst/CIPP coordinator. During the admissions process, this analyst/coordinator will be responsible for reviewing, in detail, the referred client's credentials and routing the client through the Center for appropriate attention and/or evaluation. The referred client may be channeled through the Community Services component and/or the Educational Services component, depending upon the nature of the suspected area of concern/s.

As the referred client is routed through the various service diagnostic and assessment activities, he/she will be closely monitored by the educational analyst/coordinator to assess the extent of progress being made and/or the point at which a reasonably accurate and detailed client profile can be determined upon which further diagnostic and prescriptive measures can be taken.

When it is determined that the referred client has completed the appropriate diagnostic and/or special service activities available through the Center, the educational analyst/CIPP coordinator will then make arrangements for a Client Individualized Program Plan conference. This conference is to be attended by a team of appropriate Center staff who have worked with the referred client, and their specific charge will be to design an individualized program plan that will address the special and/or unique concerns of the client. Such a plan may be designed for a specially created environment or be designed to mainstream the client back into the regular educational setting with appropriate support services to optimize the client's chances of success.

The Community Services Division

An important area to be included in this conceptual framework for viable human student services is a Division of Community Services. This component will be staffed by highly competent experts assigned from local government satellites who are directly concerned and interested in providing needed professional human services which deal with social welfare, economic improvement and health. This proposed division establishes a network of proactive consultants who will provide advocacy leadership that will bring comprehensive human resource services to vocational education staff and students. Examples of such specialists along with some of their potential roles are as follows:

- Professional Social Services Specialist - will be a staff ambassador and directly link to the local Departments of Welfare in the geographical area served by the Center. This expert will provide needed consultive social work and technical assistance to educational staff as well as provide social work counseling related to client referrals of youth and adults. This specialist also will provide leadership in community resource development.
- Employment Service Specialist - will provide leadership and work cooperatively with local vocational teaching staff and vocational guidance personnel in counseling and identifying employment opportunities for vocational education students both youth and adults.
- Counseling Specialist for Disruptive Youth - will have an appropriate counseling background and will essentially function as a student advocate focusing on areas connected with "juvenile delinquency prevention." He/she will counsel students and parents as well as provide appropriate linkage and leadership with the local juvenile and criminal justice coordination council, juvenile court, police, etc.
- Vocational Rehabilitation Counseling Specialist - will provide student counseling and act as liaison in expediting student physical and mental problems that may require restorative services provided by the local satellite; the Bureau of Vocational Rehabilitation. This

specialist will be a professional resource for local district staff and related professional staff who serve as a diagnostic resource for students. Capability for purchased services for the vocational rehabilitation of the client would include medical, dental, sight and psychological as well as other related professional services.

- Audiological - will provide consultation and diagnostic clinical services for students who have hearing impairments. Such specialists will provide needed auditory evaluation and testing, auditory training as well as make recommendations for the learning environment that will be of greatest benefit to the individual student.
- Speech and Hearing - will provide consultive and clinical services for students who have difficulty in comprehending and expressing language needed to succeed in school. The Speech and Hearing Clinic will provide the needed professional attention that offers appropriate treatment for students who suffer from disorders of individual human communication which may in turn interfere with the student's educational and social development. Such a clinic could supplement the work of school speech clinicians in the constituent districts. Students will be referred by special education personnel from their own school districts.
- Nurse - will provide consultive health assistance and medical services as the need arises. This position will liaison with community medical staff in addition to providing leadership and consultation to students, parents and local educational staff. Clinical services will be available.
- Psychologist - will provide consultive and clinical services to students who have difficulty and cannot cope with the expectations of the school. The psychologist will be a team member who will assist in assessment and

educational planning for students. The Psychological Clinic will be a professional resource for local school district psychologists and related professional supportive staff and a diagnostic resource for students.

The Educational Division

The other important area to be included in the conceptual framework of the Center is one that is staffed by highly trained professional educators. These uniquely trained specialists will be responsible for providing consultive assistance focusing upon a wide range of student problems that may require unique specialized assistance as part of a solution. Examples of such specialists and their possible roles follow:

- Vocational Counselor - will provide consultation to appropriate constituent districts in a helping relationship that is designed to assist youth and adult students to understand and exercise their options in an increasingly complex world. Such consultation will be provided to district counselors, administrators and teachers in a form that best meets their needs in guidance and counseling, tests and measurements, and student information management systems. The counselor will also advocate and provide leadership within the educational division in the role of a vocational resource coordinator. This specialist will work in and out of various teaming situations as needed. In areas connected with student employment, for example, he/she will work as a team member with the Employment Services Specialist, vocational supervisor or other staff who have counseling and placement expertise.
- Occupational Work Evaluation Specialist - will work with handicapped and disadvantaged youth and adults who lack the background to effectively

respond to the choices and options available to them insofar as preparation for work is concerned.

- Exceptional Student Specialist - will make available clinical services and opportunities to those exceptional students needing special diagnostic and instructional assistance.
- Professional Staff Librarian and Media Specialist - will be primarily responsible for the development of a special library and educational media service to meet a wide range of educationally and physically handicapped personnel. Such media services will address both visual and auditory needs as well as assistance in the preparation of appropriate aids and materials for the exceptional student.

In addition to the suggested staff as noted, it is also possible that the Centers could contractually employ part-time professional staff to perform specialized services on an "as needed" basis.

Finally, it is anticipated that the Center staff members will be thoroughly familiar with the student/client's progress. Accordingly, multi-disciplinary, client-focused staff meetings would be held regularly.

A pronounced effort will also be made by various Center staff, using a multi-disciplinary approach, to upgrade local professional staff through staff development programs focused on timely issues connected with human development.

Governance

The fiscal operation of each of the three centers will cooperatively involve and be administratively under the general direction of the duly appointed representative of the host board of education. The fiscal process will provide for the various mandates as specified under the program accountability provisions of the participating agencies.

Facility space will be provided by the local educational agency host, however, program costs for remodeling, furnishings and equipment will be assumed by the sattelite service units of the various agency sponsors.

The operational program will be subject to the advise and counsel of a local interagency governing board composed of membership from each of the participating agencies which are formally involved in the consortium.

Each Center will have an appointed director who will be responsible for policy and program development. The person would work under the general supervision of "The Center Board of Directors" and would administer the Center in cooperation with the host board of education and its related constituent districts. The general specifications for the director's position include: a minimum of a Masters Degree from an accredited college or university with major concentration in the behavioral sciences or related area (Education preferred); five years supervisory and administrative experience in providing client human services to youth and adults. Candidate must have proven experience and ability to communicate and negotiate with local community agencies.

Various service clinics and offices will operate as satellites of the individual sponsoring agency. Service units will have the capability to purchase client personal services from appropriate delivery mechanisms that are operating in the Center consortium.

The process of student/client referral from and/or between educational constituent districts will involve coordination with appropriate local education reference staff and the director of the Center or his designee.

Center Site Locations

Since this effort is largely "action oriented" it is critical that the three experimental centers be planned and implemented within a realistic time frame. One center for example might be developed to serve the students enrolled in the comprehensive educational programs of the large city. Potential large cities that might be considered for this endeavor include: Cleveland, Toledo, Akron, Dayton and Cincinnati. Other cities not mentioned might also be worthy of consideration.

Two additional pilot centers have been proposed for development in the joint vocational school setting. While candidate joint vocational school districts have not been identified, the potential for identification of bona fide sites is great. The organizational structure of Ohio's Vocational Planning Districts provides a pool for sixty-seven possible site alternatives.

Resources

It is perhaps premature to mention the extent of in-depth resources needed to support the development of the three centers. However, it is believed that three existing educational facilities might be identified and appropriated for such purposes. In any event, budgetary provisions would provide facility and personnel considerations. Preliminary facility considerations should consider office space for administrative and professional staff, clerical staff and maintenance and support staff. Appropriate space should also be considered for the various clinics (psychological, speech and hearing, reading and health)

Some consideration also would be given to the type of food service facility that would provide services to the center clients and staff.

Vans might be used to transport clients from their home educational base to and from the center.

In summary, it is envisioned that the concept of the Human Resource Student Service Center would involve multi-agency cooperation both at the local and state levels. Separate targeted grants from various agencies might provide the funding support for the planning and implementation of the various centers.

YOUTH UNEMPLOYMENT

by

Charles O. Whitehead*

October 1, 1979

*President, American Vocational Association

INTRODUCTION

The response of vocational education to tough educational problems is one of the brighter pages in the history of education in the United States. The Smith-Hughes Act of 1917 was a major contribution to the vast productive ability of both the American farm and the American industry. The National Defense Education Act, the Vocational Education Act of 1963, and the Vocational Education Amendments of 1968 led to the requirement "that persons of all ages in all communities of the state--will have access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interest, and abilities to benefit from such training.*

The result of this legislation was the support of vocational education and the expansion of community colleges, technical institutes, and area schools. Vocational educators met this challenge with valor and expertise. But, post-secondary occupational educators have been negligent in their responsibilities to one category of persons. I refer to the inmates of our correctional institutions and also the disadvantaged unemployed and underemployed youths.

What are the root causes of the high incidence of youth unemployment?

1. Student drop-outs (driven-outs) at the secondary level before adequate basic skills or job skills are acquired for employment. For whatever reason, valid or otherwise, youth are leaving our secondary schools in increasing percentages before they complete high school, and they do

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*Journal of the American Vocational Association. "Convicts and Convictions: A Tour of Training Program," by Charles O. Whitehead, September 1979, pp.43-45.

not possess basic skills/job skills which enable them to get jobs and become productive citizens in our community. Even those who complete high school are not much better prepared with the skills needed to function on jobs so as to become tax payers rather than tax burdens.

2. Progressive lowering of achievement of high school students nationwide, as indicated by college entrance tests such as ACT, SAT, and other standardized tests, is a significant root cause of youth unemployment. Not only does this condition induce drop-outs and driven-outs, but it requires educators, LEAs and other training agencies such as CETA to provide an approach to training that is different from what is currently used if we are to reach this "new" student. We simply cannot provide them with more of the same.
3. Inadequate perceptions on the part of society in general and also educators, relative to the purpose, abilities, and objectives of vocational-technical education. This distorted perception has caused far too many students to be guided away from vocational-technical education. Many students have been guided into areas which were either not commensurate with their abilities or that do not provide them with adequate basic skills or job skills.
4. Red tape and restraints of federal guidelines that not only conflict with legislative intent but also hamper partnerships and consortiums among secondary schools, postsecondary schools, and private sector to provide transition from school to work. This is especially true when vocational education's LEAs must also deal with CETA/Youth bill legislation and also with the prime sponsors. Uncertainty of funding, lack of long-range planning, and stop-gap employment with little or no training activity make it almost impossible for CETA, prime sponsors, and vocational

educators to properly cooperate and coordinate with each other so as to do very much to solve the youth unemployment problem.

5. Continuing lack of job trend information for the 80s and 90s makes it difficult for vocational educators to do a better job of planning for the future.

What are the appropriate policies for dealing with them?

1. Expansion of vocational education so that persons of all ages in all communities of the state . . . will have access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests and abilities to benefit from such training.
2. Increased coordination and cooperation on a partnership basis between the CETA prime sponsors and vocational education at the state and local level. Once this is established, the intent of the legislation can be better carried out. Many of the federal guidelines of CETA prohibit adequate cooperation and coordination between CETA prime sponsors and LEAs.
3. Improved and expanded involvement of the private sector in order to better coordinate the transition from school to work on the part of youth in secondary school as well as postsecondary school. A good way to induce private sector involvement is by providing incentives for the private sector: for example, tax write offs and on-the-job training.
4. Expansion of the role of vocational education within correctional institutions. Some correctional institutions offer vocational educational skill/job training to its inmates and some do not. Some of the programs are good and some are not very good. Much more could and should be done

in this area in that not only are thousands of these inmates youth but nearly all of them will be released back into the free world while they are yet youth.

5. Incentives and programs that would encourage youth to remain in school would do much to reduce youth unemployment. Programs that would allow students to earn money while they are still in school but at the same time allow them to get involved with the private sector and the world of work, would do much to encourage many youth to remain in school. Cooperative education and on-the-job training programs are good examples.

SUMMARY

Historically, vocational education has met the challenge of training youth and adults by providing them with skills for the private sector. We stand ready today to continue this job, but due to the many problems involving red tape and restraints placed on CETA programs, we have not been able to scratch the surface of our desire and capability. Through better cooperation and coordination among CETA, the private sector, and LEAs, we can do an adequate job of diminishing the high unemployment of the youth of our nation.

IMPROVING VOCATIONAL EDUCATION'S EFFECTIVENESS IN REDUCING YOUTH UNEMPLOYMENT

by George H. Copa*

> These extraordinary unemployment rates mean that there are almost 3½ million young workers under the age of 25 that are unemployed. Now, that is a national disgrace...I believe that it is incredible that a government will sit around paralyzed in its own indifference with a national unemployment rate, or a national unemployment figure officially which undoubtedly is the minimum figure they can dig up, of 3½ million young workers of the age 25 or under. Here are young people in the full vitality of life...for our nation's economy this is a terrible waste of millions of young people who have unlimited amounts of energy and desire and talent, and who want to become productive and useful members of our society (Humphrey in U.S. 94th Congress, 1976, p. 2).

It is difficult to know if unemployment comes first and then the "profound and implacable cynicism" or vice versa. However, they do seem to occur together and perpetuate themselves in a spiralling sort of way. To suggest that one has "the answer" and promises to break the downward spiral is a risky endeavor. Is the promise of entry to work of the kind normally open to youth, even with adequate education, in areas of high unemployment a sufficient "carrot"? Will it match and surpass the competing alternative ways of making a living? One must enter the business of reducing youth unemployment with "eyes open" to the realities of the individuals and environments involved and the robustness of the services being advocated.

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Complicating matters is the issue of who is to blame, individual or society, for the existence of youth unemployment. The corresponding question is how much should each be expected to contribute to a solution. Human resources are special in that they cannot be stored like other raw materials to the economics production process; what is not in use is lost forever. It also appears that youth unemployment is not distributed randomly in the population with a different group affected over time. Rather, it is concentrated in certain areas and there are "hang-over" effects so that once affected, the same individuals are likely to be affected by it again; the result is that certain individuals bear a relatively larger share of the burden and are likely to bear it for long periods of thier lives.

Education generally has its affect on the supply side of the labor market, on the individual, with little direct control over occupational demand. Jobs cannot be promised to those contemplating education, only a competitive advantage should be expected. If a competitive advantage is offered by education and if resources are not available to give it to all, then whom should have easiest access to it — adults or youth, rural or urban, black or white, male or female, employed or unemployed? Is some unemployment desirable to keep a "cap" on inflation? Does education serve only as one of many mechanisms to redistribute the "pie" with little control of the size of the "pie" itself and the decision as to what is a sufficient "piece"?

The focus of this paper is on identifying and describing what vocational education could do in reducing youth unemployment. This is a responsible endeavor because "claims to do more" may be damaging to the individuals being served and to those offering other services which could be more viable. At this point, it seems untenable to hold the position that there is one simple answer.

Possible Causes of Youth Unemployment

Causation is an illusive concept. To prove that any one variable causes youth unemployment would be next to impossible. Rather, one is forced to talk in terms of possible causes based on observation of certain phenomenon or characteristics that regularly appear together or at least in some relationship in terms of time and location. It is one thing to say that two occurances are conjoined, that is, happen together, and quite another to show they are connected, for the connection can really never be observed, only intuited.

Scriven (1973) describes four types of situations encountered in searching for causation:

1. Experimental cause -- wherever and however the causal variable occurs the effect occurs.
2. Observational cause -- the causal variable accompanies the effect and the effect doesn't occur on other occasions.
3. Compound causes -- more than one causal variable is needed before the effect occurs; one of the causal variables alone is not sufficient.
4. Multiple causes -- any one of several causal variables accompanies the effect; each is sufficient by itself.

Experimental causation is very difficult to show with social phenomenon especially if the phenomenon is complex; it is usually demonstrated only in physical sciences. With youth unemployment, the evidence at this point as to possible causes is only observational. It is highly likely that the situation with youth unemployment as an effect has multiple, compound causes.

What follows is a listing of hypothesized possible causes of youth unemployment obtained by reviewing syntheses of research and evaluation and expert testimony on youth unemployment. The primary sources were:

U.S. 94th Congress. Youth Unemployment. Hearings before the Joint Economic Committee, Washington, D.C.: U.S. Government Printing Office, September 9, 1976.

U.S. Congress. Policy Options for the Teenage Unemployment Problem. Background Paper No. 13, Washington, D.C.: U.S. Government Printing Office, September, 21, 1976.

U.S. 95th Congress. Youth and Minority Unemployment. A study prepared for the use of the Joint Economic Committee, Washington, D.C.: U.S. Government Printing Office, July 6, 1977.

Barton, P. D., and Fraser, B. S. Between Two Worlds: Youth Transition From School to Work, Washington, D.C.: National Manpower Institute, August, 1978. (Three volumes and an executive summary).

The list posited below is probably yet not exhaustive but should represent some of the best of current thought. Certainly, the possible causes could be sub-divided and aggregated in various ways for different purposes. No attempt is made in the narrative which follows to provide the evidence as to why the listed factor is suspected to be a possible cause of youth unemployment; rather the factor itself is described briefly. To provide the evidence here would make the paper voluminous and duplicate what has already been done elsewhere (see the cited references above). For organizational purposes, the list of possible causes has been subdivided into three categories: (a) characteristics of individuals, (b) characteristics of the environment, and (c) characteristics of institutions.

Characteristics of Individuals

The possible causes of youth unemployment posited in this category are inherent in the affected persons themselves. Treatment would mean focusing on changing individuals.

Lack of Education The education of an individual as it relates to employment can be sub-divided into general and specific-to-work. General refers to basic cognitive skills in areas such as reading, speaking, mathematics, social studies as well as physical (psychomotor) and interpersonal (affective) skills. These are the skills which are generalizable and important to all of the roles played by a person in society (e.g., political, family, economic, leisure). The specific-to-work education refers to cognitive, psychomotor and affective skills which are useful primarily in the work role. These skills can again be sub-divided into seeking/coping, general-work and specific-work skills. Seeking/coping skills refer to those which are useful in obtaining, holding and advancing in a work role of any kind. They include using labor market information, assessing one's capabilities and interests, career decision making, and relating to supervisors and co-workers. General-work skills refer to skills useful in the performance of several occupations (i.e., the more basic of the specific-to-work skills). Specific work skills are those useful in a single occupation.

Lack of Work Experience Experience refers to time spent working at paid or unpaid employment. Perhaps its importance comes as an indication of a person's likely performance in the real world of work. It is seen to provide some additional education beyond that which can be obtained inside the classroom or laboratory of the school.

Lack of Resources Resources here refer to financial resources to purchase items such as transportation, food and clothing while seeking and getting established at work.

Lack of Support Systems Support system refers to the personal support of family or friends to make it through the "ups and downs" of getting established in a work role. It entails the needed encouragement to "stay at it", serving as a "sounding board" to solve problems, as a source of security necessary to independent action and as a role model for normative behavior relating to working.

Lack of Information The information of interest is about self, work environment, and means for making a successful transition to work. It could involve knowing such diverse information as one's vocational interests and aptitudes, the jobs which are presently vacant in a given community or the education which is most suitable for entry to a particular occupation.

Wrong Geographic Location and Unwilling to Relocate The person is living in a geographic location where jobs are not available at all or at least jobs are not available for which the person is qualified. The person is unwilling to move in order to secure better possibility of employment; there may be several legitimate reasons for not moving (e.g., family not willing to move, going to school).

Poor Attitude Toward Self and/or Work The person has low self-esteem; that is, does not feel capable of securing a job and then advancing in it. Or, the person does not see working as an important part of living; they perceive that the work available is "not worth the effort."

Competing Roles The person has other roles which constrain the type of work which can be accepted. These other roles may involve school, family or leisure activities in the person's life. It is not that they are not interested in working but that they also have other interests of varying intensity.

Lack of Consequences to Not Working The person may want to work and actually be searching but not be under hardship while in the process. The person may be living at home with a substantial allowance or be receiving welfare payments with disincentives to work at low paying jobs.

Characteristics of Environment

The possible causes listed in this category are inherent in the environment and external to the young person seeking work. Treatment would mean focusing on changes in the environment of the youth and work.

Inadequate Labor Demand Job vacancies are not available in sufficient number, of the type for which young persons are prepared or in the same geographic location as unemployed youth. Youth looking for work simply outnumber job vacancies.

Successful Competition from Other Groups Older workers, migrants, or those otherwise unavailable (e.g., females re-entering, enlisted in military, institutionalized) compete with unemployed youth and are more successful in entering work. The size of the "otherwise unavailable" has been increasing substantially in recent years.

Discrimination Discrimination in hiring based on age which works to disadvantage of all youth or based on sex or race which affects particular sub-groups of youth.

Unrealistic Job Requirements Job requirements used for screening and selecting job applicants which are above those required for actual successful performance of a job. Requirements may be stated in such forms as education, experience, licenses, and union membership.

Restrictive Laws and Regulations Laws and regulations which relate to hiring such as the minimum wage legislation and the insurance requirements regarding age of workers can force employers to pay unrealistic wages for youth based on their productivity, restrict employers from hiring youth for certain jobs and make employers leery about the legal risks of hiring youth.

Negative Peer Pressures A young person's friends can exert pressures as to type of work which will be acceptable. Peers form an important social referent group for youth.

Characteristics of Institutions

The third category of possible causes of youth unemployment are inherent in the institution and organizations which are to assist through their services in the process of transition from school to work.

Non-existence of Service The exact type of service needed may just not be in existence anywhere; perhaps it has not even been developed or tested to the point of being operational. Or, maybe no one has identified the particular service as being needed. Type of service might entail activities such as preparation for work, career guidance, job placement, and employer education.

Insufficient Quantity of Service The service may be available but not in enough quantity to serve all youth needing assistance.

Inadequate Access to Service The service is not accessible to those who needed it in ways such as geographic location, costs, admission requirements, scheduling or physical access.

In-effective Service Services may be in existance and even accessible but not effective. They do not diminish the problem they are designed, operated and funded to affect.

Un-coordinated Services Service institution and organizations do not provide for avoidance of unnecessary duplication and gaps in service. Individuals are not able to move from service to service in a smooth flow; multiple needs are not taken care of with appropriate schedules and overall concern for individuals.

Discussion

Multiple possible causes have been posited for youth unemployment. The delimitation of all the sufficient sets of causal factors has not been accomplished by research and experience. Several of the possible causes can vary from "cause" to "not a cause" depending on circumstances or the intensity of manifestation. For example, when is a service such as career guidance, job training, equity in hiring procedures ineffective enough to become a real cause of youth unemployment? Or, how intense does negative peer pressure have to become before it affects a young persons decision to take a particular job? The task of sorting out possible causes is even more difficult when causes are separated from the effect (youth unemployment) by time and space. For example, it may be four or more years from the time a ninth grader gets career guidance in selecting a set of high school courses and is later searching for work. Or students obtaining job training in one community may end up searching for work several hundred miles away. Possible causes can also be organized in terms of primary, secondary, teritary, etc. That is, the unemployment of a particular homogeneours group of youth may have a primary cause of "lack of education"; "lack of education" may in turn be caused by a whole number of possible causes such as poor instruction, wrong curriculum content, or poor student attendance (termed secondary possible causes); poor student attendance may in turn be caused by poor health, lack of transportation, or family obligations (teritary possible causes).

It becomes important to document the conditions under which each possible cause is likely to be a real "contender" for causing youth unemployment. The job of identifying the actual cause of unemployment for a particular youth becomes one of considering all possible causes, determining if the possible cause was present for the youth in question and then determining if the cause was operating normally as would be expected. The diagnosis is not unlike the task of a detective or forensic pathologist.

Alternative Treatments for Youth Unemployment

This section describes potential treatments for reducing the effect called youth unemployment. The suggested treatments are not always alternatives in the sense of being substitute for one another; they may work on different possible causes of youth unemployment. The treatments are again drawn from a review of synthesized research and evaluation, expert testimoney and the author's experience. Concern is with both the "flow" to and "pool" of unemployed youth; that is with those who are predicted to become unemployed youth sometime in the future as well as those already unemployed. In this section, youth will refer to both these groups of individuals.

Outreach

Outreach involves making all members of a community, in this case particularily the youth already or potential unemployed, aware of the services (e.g., education, placement, support) available to alter their condition. It is not only providing information but seeing that is is received and understood. Outreach could occur in many places (e.g., home, school, church) and times and through a variety of media (e.g., printed, radio, television, personal communication).

Recruitment

Recruitment goes beyond outreach, here the intent is to actively get those in need of service to actually get the service. For example, if occupational training is needed by particular individuals, several active means might be used to coerce them into enrolling in a service such as vocational education. The intent is not simply to wait passively for youth in need to enroll on-their-own.

Assessment

Assessment pertains to assisting youth to see their own needs, abilities and interests. It would involve development of valid and fair procedure for testing and communicating results of assessment to youth and others who may need to know.

Guidance

Guidance refers to services which help youth make better decisions regarding preparation for and actual making of the transition from school to stable careers. It could involve guidance related to education (both high school and post high school), job, personal matters and family as they affect transition and maintenance of a work role.

General Education

General education refers to improving the more generalizable skills of youth which may be useful in several different life roles, all of which interact and effect success in a work role. Areas of improvement include focus on the basics (e.g., mathematics, reading, speaking), nature of industry, culture, leadership, and human relations. Some of the effort expended here may be characterized as remedial for skills which should have been but were not learned in other educational experiences.

Job Readiness Training

Job readiness training involves teaching the skills necessary to seek and cope in the labor market. They involve the more general process skills of use in a work role such as career decision making, interviewing techniques, using sources of job vacancies, relating to employers and co-workers, and advancing in the same job or to another job.

Skill Training

Skill training refers to preparing youth for work by providing education in cognitive, psychomotor, and affective skills directly related to and most useful in work roles. Training could take place in institutions (public and private, residential and non-residential), on-the-job, or in some combination of the two (cooperative work experience, apprenticeship).

Education Information

Similarily to labor market information, information about educational process available to prepare persons for work could be communicated to youth, other sources of education, and employers. Characteristics of the educational process might include type of occupation for which being trained, cost, length, likelihood of completers getting occupation for which trained, location, and qualifications of staff. The information should serve to make youth aware of their educational options and the consequences of selecting an option, make other delivers of educational service aware of duplication and gaps (areas for decline, expansion or coordination) and employers aware of what to expect from someone who has received educational services of a particular kind.

Labor Market Information

Labor market information as a potential treatment for youth unemployment refers to primarily services directed toward communication and use of characteristics of the labor market by youth and institutions serving youth relative to employment. Secondarily, this service could entail actual gathering or stimulating others to gather and communicate information which is needed but not available. Characteristics of the labor market include a wide variety of descriptions such as current job vacancies, future estimates of vacancies, location of jobs, wages, working condition, job entry requirements, advancement possibilities, etc. This information should be of use in providing effective guidance, instruction and placement.

Age Integration

Age integration involves providing opportunity for youth to come closely in contact with persons of all age ranges. Integration of this sort allows youth to observe, question and develop perspectives of the various stages in the career development process all the way to retirement. It develops understanding of how various forces interact and why things happen as they do and thereby provides a sense of control over or security in the work environment.

Role Model Development

Focus in role model development is creating and communicating "success images" to youth. It involves providing youth the opportunity to come in contact and be influenced by individuals who can serve as concrete examples of desired performance in a work role, both from the individual's and more general societal perspective. These success images could be especially useful as "mentors" for youth relative to how to act, operate and "get ahead" in a work role.

Occupational Experience

Occupational experience means providing youth with experience in work roles which will be useful in the transition to a suitable career. Experience might be paid and unpaid; it could come before, during, or after participation in school. Experience could be obtained through activities such as shadowing (spending some time with those working at particular jobs or groups of jobs), supervised occupational experience programs (usually happen while student is going to school with supervision of experience by a professional to see that it is an effective and efficient educational experience), internships (usually full-time work experience before, during or after classroom instruction with less supervision by professionals) and transitional employment (usually some kind of meaningful work during time of moving from school to stable, desired work role).

Testing, Credentialling and Licensing

Testing, credentialling and licensing refer to the special requirements to obtain certain occupations and education (e.g., license for practical nurse, acceptance in carpenters union, diploma for high school graduation). Service to youth relative to these requirements could include checking the validity and fairness of the testing, credentialling and licensing procedure and recommending changes if necessary as well as assisting youth in order to be able to meet testing, credentialling and licensing criteria.

Job Placement

For youth who want to work, job placement would involve directly helping young people find suitable job. The notion of matching is involved, but in the dynamic sense that both individual and job are likely to be constantly changing with regard to the characteristics of each which are being matched. Placement is therefore a continuous rather than "one time" service. Placement services might include developing a "bank" of information about present and future job vacancies and current and potential youth, particularily those likely to be or become unemployed. The bank could contain both quantitative and qualitative data in physical form but also include a general knowledge and credibility with both youth and employers. Providing placement would involve being accessible in time, place, cost and needs of youth being served. Placement involves the physical linking of an individual and a suitable work role.

Job Development

Job development means stimulating the creation of new labor force demand. Additional work roles could be stimulated by manipulating the economy or by directly creating jobs. Jobs could be created by either the public or private sector; particular geographic areas and industrial sectors may be targeted for economic stimulation. A shift from less to more labor intensive methods of production could be an option. School could be involved in job creation by actually operating small (mini) businesses. Another important service which is part of job development is job redesign; that is, the changing of job descriptions to make the jobs more satisfying work roles and/or sub-dividing jobs to make, for example, two part-time jobs out of one full-time job.

Support Services

Provision of support services implies those supplementary services needed to prepare for and make the school to work transition. Support could mean assistance in having room and board, clothing, medical, dental and legal help as well as follow-up monitoring after the transition to work has been made. Support could also take on the social and psychological reinforcement necessary to maintain job searching and job maintenance.

Community Involvement

Community involvement means involvement by youth, the staff of those organizations and institutions serving youth relative to the work role, those supporting the costs of services and those hiring youth in making a meaningful and stable transition to work. It means making members of a community aware of how they can facilitate this process and benefit from it.

Laws and Regulations

Laws and regulations referred to here focus on the work role and include items such as discrimination, minimum wage and occupational safety requirements. Context or place of impact of most concern for the laws and regulations could be in schools, unions, or employment site. Service with respect to laws and regulations could mean informing youth and employers of rights and responsibilities and becoming active in changing undesirable laws and regulation or those organizations and institutions which are not implementing them accordingly.

Georgraphic Re-location

Re-location refers to assisting youth in moving from areas of relative job deficiency to areas of job surplus.

Alternatives to Work

Stress on developing alternative, personally and socially rewarding roles other than work would serve to reduce the number of youth who want to work in the first place. Alternative roles might include family, volunteering, or leisure activities.

Coordination of Services

Coordination of services involves the linking together of all of the institutions and agencies assisting youth in the transition to stable employment. Major institutions and agencies involved include the total high school program (including vocational education), the employment service and business and industry. The linking could be formalized with some one agency or joint group designated to monitor coordinative activites.

Discussion

The above services represent a set of options or alternatives that could be deployed singly or in combination to reduce youth unemployment. Several of the service alternatives are focused on particular possible causes of unemployment as listed in the previous section of this paper.

In developing and selecting appropriate services, care must be taken to avoid creating a bigger problem than is being solved. For example, tampering with minimum wages (lower minimum for youth) may lead to much high unemployment rates for adults as youth are substituted for them or large numbers of youth employed at work giving only sub-level incomes. Lessons from medicine would also suggest that some causes of unemployment can not be treated; treatments simply do not exist or are not feasible because of cost or side effect.

Each treatment alternative needs to be documented in terms of the condition under which it will and will not work. Care in this process will make for realistic expectations and relatively high success rates. An understanding that the labor market and transition from school to work are highly dynamic and interactive processes should cause speculation that treatments are likely to have multiple consequences and that little can be absolutely guaranteed.

Recommended Strategy for Policy

This section sets forth a series of recommended program intents or purposes for new or expanded programs of vocational education focusing on reducing youth unemployment. The recommendations serve as suggested steps for action, particularily regarding the overall direction of new or expanded programs of vocational education. Four program intents are recommended below along with a brief description and rationale.

Intent 1: Prevention of Youth Unemployment

Purpose: Increase the employability of youth as a means of preventing unemployment.

Description: Prevention would be accomplished by providing a comprehensive set of direct services or linkage with other agencies providing such services in order to assure a smooth school to work transition. Present services offered by vocational education would be used. The major new thrusts for services would be to expand the quantity and quality of services and extend the service beyond the school building and beyond students "while in school". Some of the services to be particularily expanded are: guidance, job readiness training, education information, labor market information, age integration role model development, occupational experience, job placement, community involvement, and coordination of services.

Rationale: The consequences of extended periods of unemployment early in work life can have major life-long hang-over effects. It is an experience that estranges youth from the opportunities, laws and institutions of our society. It is a waste of millions of young people who have unlimited amounts of energy and desire and talent. Every effort should be made to stem the flow of youth into the unemployment experience. A program of prevention requires a comprehensive set of services focused on all possible causes of youth unemployment. The goal is to deal with the cause before it has the opportunity to effect. Reliance may largely be placed on the conventional services known to have preventive impact and on combinations of services rather than single remedies. In order for preventive services to be continuous and coordinated during the transition from school to work, they will have to be extended beyond the school building into the community, employment site and home -- the places where transition occurs. Further, the services will need to be extended in terms of how long or at what age youth are served; allowance must be made to follow the youth after leaving school through the "gap" to meaningful and stable work.

Intent 2: Remediation of Unemployed Youth

Purpose: Increase the employability of youth who are already unemployed.

Description: Increased employability would be developed through the planning and provision of selected services personlized to the needs of each unemployed young person. Present vocational education services would be used but major new efforts would be made in services such as outreach, recruitment, assessment, guidance, job readiness training, education and labor market information, age integration, role model development, job placement, support services, community involvement and coordination of services. Particular emphasis would be made on outreach, recruitment and assessment. Outreach services would serve to make students aware of services available while recruitment services would be used to get unemployed youth to participate. Assessment would be a major activity with each unemployed youth. Assessment should result in an Individualized Vocational Education Plan (IVEP) very much like the Individualized Education Plan (IEP) developed for handicapped and disadvantaged elementary and high school students. The IVEP would be an extention of the "training agreement" now used extensively in cooperative vocational education programs. It would involve input and approval of student, parents, employer (when appropriate), and school staff. Under this second intent, a larger share of services are likely to be provided to out-of-school youth in out-of-school environments. In assisting those youth already unemployed, focus is on having a comprehensive set of services available but then selecting certain services for actual delivery which match the needs of particular youth. Linkages would be developed with other agencies as a way to make available a comprehensive set of services which are accessible, effective and efficient.

Rationale: The longer youth are unemployed, the more manifest and paralysing its symptoms become, which, in turn, results in higher probability of longer term "hang-over" effects such as "chronic" employment problems and more difficulty in "reaching" and "rehabilitating" the young person. In order to remove youth from the "pool" of those already unemployed as quickly as possible, targeted services should be used which are aimed at the most serious cause of unemployment for each individual young person. Vocational education has the capacity to efficiently provide a large share of the services required. Special efforts will need to be made to make youth aware of these services and secure participation. Through assessment, the most serious causes of unemployment can be diagnosed and an individualized prescription for services developed. Single services (i.e., job placement, guidance, labor market information) may be used extensively and in quantities large enough to make impact with radical approaches to delivery. Services are likely to be individualized and may require rather directive intervention to achieve results quickly (i.e., move youth out of unemployment). In some cases, symptoms of unemployment (i.e., lack of food and clothing) may have to be treated while causes (i.e., lack of training) are being ameliorated. Linkages will be required with other agencies to provide a full range of services as efficiently as possible.

Intent 3: Indirect Job Maintenance, Development and Creation

Purpose: Increase the opportunities for employment for youth.

Description: The present capabilities of vocational education would be expanded to explicitly recognize and plan for its effect on employment opportunities for youth. Major activities would involve job maintenance by working with employers, particularily small business as a means to insure their stability and thereby insure they remain as potential employers of young persons. Services to small business might occur through adult vocational education program. Job development would be accomplished by working with employers, using the job analysis procedures often used by vocational education in developing its curriculums, to develop new jobs particularily appropriate for entry by youth. Further impact on job development may be possible by better educating employers about the laws and regulations concerning the employment of young persons, thereby alleviating some misconceptions and "fear of the not-understood". Job creation would be impacted by vocational education through teaching entrepreneurial skills to youth (so that some may be able to start their own business and thereby create new jobs), by operating "model" small business as part of a training program (which would also provide employment opportunities) and by initiating joint-ventures with community agencies or groups to provide community services or do community development employing young persons.

Rationale: The employment of young persons is predicated on the availability of job openings. It makes little long term "sense" to improve the employability of young persons with out considering opportunities to use that employability. Vocational education traditionally has had its major focus on the supply side of the labor market -- that is, on those wishing to enter or advance in the work environment. However, vocational education can indirectly have important effects on employment opportunities if it decides to make this purpose explicit and plan accordingly. Much of the "technology" is already available to mobilize this purpose for vocational education. What is needed is an incentive to use this technology on a much larger scale then at present. With this third intent, employers and the larger community become an explicit client of vocational education thereby providing additional opportunity for interaction and "spin-off" benefits to the direct services to youth -- described under the first and second intent above.

Intent 4: Program Information and Improvement

Purpose: Conduct program improvement activities through research, development, demonstration, evaluation and training to increase the effectiveness and efficiency of vocational education's role in reducing youth unemployment.

Description: A planned strategy for program improvement of vocational education's services focused on reducing youth unemployment would be organized at the national, state and local education agency levels. Activities would involve assessment of existing weaknesses and gaps in programs, conducting research, development, demonstration and/or training as appropriate to reduce weaknesses and gaps and follow-up evaluation to determine the impact and generalizability of improvement activities. Planning would be used to determine if improvement activities focused on a particular weakness or gap are most appropriate for national, state or local efforts.

Rationale: The causes and ways of eliminating youth unemployment are not fully understood. The rate of improvement in services in terms of effect and cost will be related to the rate of increase in disciplined investigation of the problem and current solution as well as development and "try-out" of new ideas. Some problems and solutions related to youth unemployment and the role of vocational education are unique to local community and state situations; others are appropriate for federal level concern. Without this intent, programs will certainly improve but not at the increased rate which the problem of youth unemployment considered by some to be a "social time-bomb" might deserve.

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FOR

THE SUB COMMITTEE ON
ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION
Carl D. Perkins, Chairman

AND

THE SUB COMMITTEE ON
EMPLOYMENT OPPORTUNITIES
Augustus F. Hawkins, Chairman

September 19, 1979

By

Joe Coupland

Director, Career Education

Birmingham, Alabama

IMPROVEMENTS WHICH COULD BE MADE IN THE EDUCATIONAL SYSTEM TO REDUCE THE EXTENT OF YOUTH UNEMPLOYMENT

"Currently, we have a tremendous youth unemployment problem in the United States with youth unemployment running about 20% and nearly 40% for black youth." 1/

There are many factors said to be contributing to this position in which some 20% of our youth find themselves; however, some six major reasons are listed by Barry Stern 2/ as follow:

1. Lack of knowledge of world of work.
2. Lack of knowledge of ones own abilities.
3. Early acceptance of occupational sterotypes.
4. Nonnegotiability of certificates or diplomas.
5. Their lack of job seeking skills.
6. Lack of specific marketable occupational skills.

This writer agrees that these reasons are valid and singly or in combination could and probably do contribute directly to the problem as defined by Paulter and Bernadette.

It is the further opinion of this writer that all six listed reasons can either be cured while the student is still in school or circumvented in a very systematic manner.

A follow-up of spring 1979 graduates from the co-op vocational education program in the Birmingham City School System showing a 3%

1/ Education Leadership - Transition From School to Work by Albert J. Paulter, Jr. and Bernadette L. Skobjak, p. 498.

2/ Barry Stern. Toward a Federal Policy on Education and Work, Washington, D.C., Department of Health, Education and Welfare, 1977.

unemployment rate (See Table I) bears out this opinion. Only 3% of those completing the program are unemployed and at least three of the 30 were not seeking employment.

Table I

Birmingham City Schools
Cooperative Vocational Education Programs
Status of 1979 Graduates

1.	Total graduates 4/	932	100%
2.	Employed after graduation by employer who provided training	421	45%
3.	Employed in occupation trained for or related to training 5/	646	69%
4.	Employed outside field related to training received	43	5%
5.	Engaged in further study 6/	184	20%
6.	Unemployed	30	3%
7.	Status unknown	29	3%

Also, Table I shows that 421, or 45% of all spring 1979 graduates from cooperative vocational education programs, remain employed with the employer who trained that person as a student.

Inherent in this fact are many advantages to both student and employer. First, from the employer's point, he has had what could be called a trial period of a year, in most cases, to "try out" the student and work with the teacher coordinator in correcting deficiencies in attitude and/or skills; thereby, developing the kind of employee

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4/ Includes Business and Office Education, Distributive Education, Home Economics and Trade and Industrial Education.
5/ Some in further study part-time - not included in line 5 figures.
6/ May or may not be related to field in which trained.

he needs and having the help of a professional teacher to help in this development.

From the students point of view, he is already employed and does not have to compete with the flood of youth that pours onto the street seeking jobs on June 1st of each year. He has had an opportunity to develop a knowledge of his own abilities and how they fit into the world of work. He has had help in getting placed in a job and has sharpened and further perfected the skills obtained in the classroom setting.

Line 3 of Table I indicates that more than two-thirds (69%) of current graduates are employed in the field for which they were trained or in a field related to their training.

The total state and federal monies included in the 1978-79 vocational education budget for Birmingham City Schools totaled $3,015,338.01. This money paid for about 160 teachers. Of these 160 teachers, 32 were teacher-coordinators working with cooperative programs. Nine hundred and thirty two (Line 1, Table I) high school students completed these programs during 1978-79, with an additional 629 enrolled as 11th graders who would graduate in 1980.

Earnings records indicate that the students' earnings during the 78-79 school year (See Appendix A) were $3,358,272.26. It may not be significant, yet is interesting to know, that earnings from part-time employment by these 1561 students exceeded the budget of state and federal money granted the local education agency to serve 9,762 (See Appendix B) vocational education students.

Based on the above information it is easy to conclude that implementation of cooperative vocational education is one means by which an urban school system can reduce the extent of youth unemployment.

This writer would like to suggest that further study needs to be undertaken in at least two areas:

1. Effect of minimum wage on employability of youth.
2. Development of alternative cooperative study programs for school drop-outs. 8/

8/ Robert Patterson, Cooperative Education for Out of School Youth, Manpower and Vocational Education Weekly, May 18, 1978, p. 7.

Appendix A

STUDENT'S EARNINGS 1978-79
VOCATIONAL COOPERATIVE PROGRAMS
BIRMINGHAM CITY SCHOOLS

Business & Office Education:

Banks High School	$ 44,165.96	
Carver High School	15,980.72	
Ensley High School	71,042.90	
Huffman High School	55,772.66	
Parker High School	40,543.44	
Wenonah High School	64,742.45	
West End High School	39,550.25	
Woodlawn High School	53,823.00	
TOTAL	$ 385,621.38	

Distributive Education:

Banks High School	$ 119,405.00	
Ensley High School	135,237.00	(Eubanks)
	143,278.06	(Vizzina)
Hayes High School	60,582.45	
Huffman High School	107,365.38	(Hampton)
	118,586.55	(Tidwell)
Jackson-Olin High School	74,199.30	
Jones Valley High School	88,536.13	
Parker High School	53,971.00	
Phillips High School	119,270.00	(Hinz)
	72,718.28	(Mynatt)
Ramsay High School	65,638.06	
Wenonah High School	102,614.50	
Woodlawn High School	172,842.00	
TOTAL	$ 1,434,243.71	

HERO - Home Economics Related Occupations:

Parker High School	$ 125,244.26	
West End High School	72,454.40	
Woodlawn High School	307,888.33	(Posner)
	259,974.77	(Thomas)
TOTAL	$ 765,561.76	

ICT - Industrial Cooperative Training:

Banks High School	$ 149,446.33	
Hayes High School	83,660.08	
Huffman High School	181,056.00	
Jackson-Olin High School	124,029.00	
Parker High School	119,754.00	
Woodlawn High School	114,900.00	
TOTAL	$ 772,845.41	

TOTAL - BIRMINGHAM COOPERATIVE PROGRAMS - $ 3,358,272.26

Appendix B

	Male	Female	Total
TOTAL ENROLLMENT - SEPTEMBER, 1978	4648	5114	9762
ENROLLMENT BY SCHOOLS:			
Banks High:	393	429	822
Carver High:	421	432	853
Ensley High:	387	475	862
Glenn High:	190	151	341
Hayes High:	341	412	753
Huffman High:	555	563	1118
Jackson-Olin High:	269	246	515
Jones Valley High:	131	157	288
Parker High:	327	405	732
Phillips High:	439	543	982
Ramsay High:	51	120	171
Wenonah High:	210	255	465
West End High:	474	464	938
Woodlawn High:	460	462	922

PORTLAND PUBLIC SCHOOLS
Mailing Address: [illegible]
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District Programs

September 28, 1979

The Honorable Carl D. Perkins
Chairman
Subcommittee on Elementary,
 Secondary and Vocational Education
House of Representatives
B-346C Rayburn House Office Building
Washington, D.C. 20515

Dear Congressman Perkins:

In confronting the growing problem of youth unemployment, and especially urban youth unemployment, in this country, our local school systems stand in a unique position. Few institutions have, at the local level, access to as broad a range of community, economic and governmental institutions which can have impact on youth. In the last few years, and especially since the passage of the Youth Employment and Demonstration Projects Act of 1977, local experience has indicated that cooperative CETA school district efforts can produce innovative programs which have significantly assisted youth to overcome barriers to initial employment. At the same time, these experiences have indicated that great potential is yet to be fully developed for marshalling our coordinated resources on national and local levels. Schools can become the focal point for such coordination and full partners in a broad national policy initiative directed at seeking full youth employment.

In Portland many of the community, business, education and local government linkages are in place. There seems to be a shared conviction as to the goal of employment and training programs. There is a willingness on part of key people in all areas to attempt innovative approaches but much work needs to be done. While federal law and regulations cannot effectively mandate cooperation at the local level, they can eliminate barriers and encourage joint planning and programming through properly designed incentives.

In assessing how local schools can improve their efforts to reduce the extent of youth unemployment, two major concepts seem central. The first is the need to develop a truly comprehnsive approach to the problem. Secondly, we must key in on prevention

While youth are still in school, existing as well as new services can assist them. Once disadvantaged youth have dropped out or left our schools, support services, training and subsidized employment become much more expensive.

A comprehensive approach dictates coordinated efforts on several levels. First of all, key provisions of the Vocational Education Amendments and CETA youth legislation should be reconciled so that coordination is made easier. These would include differences in funding and administrative requirements, planning cycles and eligibility requirements for participation. Programs such as Title 1 under the Elementary and Secondary Education Act can play a key role in overall program success if federal legislation increases resources, especially on the secondary level, and encourages coordination with CETA and Vocational Education. While the major target group for services is unemployed youth, 16 to 21 years, rational programming would also indicate that coordination with existing career education efforts within the schools is quite important. Federal assistance can help local districts and state education agencies to infuse career education concepts within the K-12 curriculum. Career/vocational educators and CETA employment and training personnel should be natural allies in the effort to reduce youth unemployment.

By careful coordination and articulation of key provisions in the 1980 CETA youth and Vocational Education legislation, joint program planning should be mandated. This should be assured at both the local and state levels. Joint program operation should be encouraged wherever it is feasible so that existing facilities, personnel and resources can best be utilized. Programs funded through these two pieces of legislation should be jointly assessed at the local and state levels. In Portland, we presently strive to integrate CETA funded activities and programs as much as possible within our ongoing career and vocational programs. This not only provides the CETA system with maximum impact on our academic as well as vocational teachers and counselors, but we believe it to be educationally more healthy for youth. Coordinational of CETA and vocational education legislation should provide for this integration to occur naturally.

The primary goal of in-school efforts should be the prevention of youth unemployment through: (1) the retention of potential dropouts in school; (2) coordinated and carefully targeted efforts at increasing youths basic skills, work attitudes and entry level employment skills. A comprehensive support system including guidance and counseling is essential. As most high school students who drop out do so during their sophomore year, we must develop stronger programs at a level younger than that presently targeted in CETA legislation. As urban school systems are experiencing declining enrollment and dwindling resources, programs such as vocational exploration become a luxury. Funding should be available to provide carefully coordinated and planned work exploratory experiences for disadvantaged youth. This will help them to make their first tentative career decisions. This will not only assist the process of work establishment accomplished quite naturally within the middle class family, but also promote enrollment in secondary vocational programs presently operating.

Short term subsidized work exprience without planned educational experiences has not proven to be very productive. Skills training, in both pre-employment and more specifically vocational areas, broadens and deepens the value of the associated work experience for the youth. There are, of course, other benefits to this cooperative education approach. It consciously connects experiences in and out of school helping the youth to see the relevance of the many hours spent in the classroom. Secondly, cooperative education programs, properly designed, develop and strengthen linkages between the business community and school.

While we, in Portland, are pleased with our efforts so far, to develop a coordinated service delivery system for youth, new federal initiatives can make this task easier. Coordination of planning cycles, funding and administrative requirements will assist. Mandated joint planning and program operation should be the goal. To accomplish these tasks on the local level, prime sponsors and school districts must view each other as equals. Each has much to offer the other system. Direct CETA funding of school districts or flow-through funding through state education agencies will greatly assist in forming this equal partnership.

In addition, the following specific changes would help the educational system more effectively deal with youth unemployment:

1. Generally, school districts with an academic orientation are more concerned with the college-bound youth. Curricula and support services often are directed to this population. With the proper incentives, this orientation can be changed and broadened to also target on the non-college-bound with appropriate career and vocational programs.

2. The Targeted Jobs Tax Credit should be continued. Its impact on our programs is positive and growing.

3. Increased funding will allow targeting programs and services to a younger school population. When drop-out potential is first recognized. Career/vocational exploration programs can make a significant difference. But if youth do leave early, an established exit process is mandatory. In an

intensive fashion, we can prepare these youth in job search and survival skills. A continued link with the school through a cooperative work experience placement should be encouraged. The youth would attend a related skills training class in school. But if this option were refused, the youth could be encouraged to come back later for additional assistance or another placement.

4. School facilities should be utilized for CETA funded training and support activities. Programs should be jointly designed to use these existing facilities for both in-school and out-of-school youth. If this is inappropriate for some individual students, both institutions should support alternative approaches.

5. Strategies must be developed to offer appropriate basic experiences in reading, writing and computing for CETA enrolled youth.

6. School districts should make employability and employment for youth a priority.

7. Unless alternative settings are specifically deemed more appropriate, every effort should be made to fully integrate CETA funded activities into the total educational program.

Sincerely,

Marvin Rasmussen

Marvin R. Rasmussen
Director
District Programs

MRR:pm

WHAT IMPROVEMENTS COULD BE MADE IN THE EDUCATIONAL SYSTEM TO REDUCE THE EXTENT OF YOUTH UNEMPLOYMENT

A POSITION PAPER BY

MR. ROBERT N. HUGHEY
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AKRON PUBLIC SCHOOLS
AKRON, OHIO

September 27, 1979

WHAT IMPROVEMENTS COULD BE MADE IN THE EDUCATIONAL SYSTEM TO REDUCE THE EXTENT OF YOUTH UNEMPLOYMENT

Our rapidly changing society, especially in the areas of technology and the social structure, have placed tremendous burdens upon the nation's public school systems. Many schools now provide sophisticated reading and math programs, extended school day activities, breakfast, lunch, transportation, and other costly services that once were the responsibility of the home and other agencies.

Correcting many of society's social ills now is becoming the responsibility of public school systems. Schools should play a major role in preparing students for adult living and they should prepare youth for employment as well as learning to cope with social problems. As operating expenses increase and additional responsibilities are placed on public schools, schools must reestablish priorities. Schools will need to develop programs in cooperation with the business community and other agencies. These programs will need to be developed within the present educational structure, many of which will cost less than those presently operating. With proper planning and additional resources, schools can better prepare youth and adults to become productive and successful citizens.

THE IMPORTANCE OF RELEVENT BASICS

Improved techniques are needed in teaching reading, writing, and other communication skills as well as math skills. These skills must be developed in the early grades. Hundreds of studies and actual experience indicates that youth who fail to develop these skills in the early grades become disenchanted, discouraged and many dropout of school before they are properly prepared for the world of work. Poorly prepared youth contribute little to our society. The teaching techniques and materials presented to these youngsters must be relevent to their needs. Far too often, materials taught are an entity unto themselves. The materials may be well developed but unless the student can visualize the importance of learning, then interest and understanding does not fully take place. Youth at the high school level must possess the basic academic skills if they are to function effectively in vocational programs and in the employment sector.

EMPLOYMENT SKILLS AS PART OF THE ACADEMIC CURRICULUM

Another educational improvement needed to reduce youth unemployment is to teach employment skills as part of the regular academic curriculum. A number of employers have indicated that many young people have limited job seeking and job holding skills. These young people have difficulty in completing job applications, conducting proper job interviews, and many other self-selling skills needed to obtain employment. Many students lack responsibility and the positive attitude needed to hold jobs. Even some vocational students may have difficulty in these areas.

There is a need to develop an instructional employment unit in job seeking and job holding skills. The employment unit would include the correct method of completing job applications, preparing for and conducting job interviews, proper development of resumes, and so forth. Of equal importance is the need to develop within these young people positive work attitudes, the ability to get along with one another and the development of responsibilities towards themselves and others. A four to six weeks employment unit should be developed and used in the English, social studies, vocational education, and perhaps other classes. The employment unit could be taught during the second semester of the senior year. Classroom instruction and assignments would center around actual job seeking activities and a number of other realistic employment experiences in the private sector.

PRESENTING CAREER DIRECTIONS AS PART OF THE ACADEMIC CURRICULUM

Since one of the major objectives of education is to prepare young people for their eventual placement into employment, the young must be provided the opportunity to explore the world of work so they may find occupational direction. This can be accomplished by integrating career education concepts into the regular academic curriculum which will result in greater relevancy of subject matter for students.

SCHOOLS NEED TO WORK WITH THE BUSINESS COMMUNITY

Too many schools have become isolated from their communities and, therefore, they have maintained minimal contact with business, industry, and labor, in providing current feedback for day to day operations. Schools must know societies needs, especially in the world of work so that relevant instruction is provided for students.

There is a need to acquire short term and long range follow-up on the graduates as to their specific strengths and weaknesses on the job or in the pursuit of higher education. Without continued follow-up data regarding the human product, other than test scores and classroom performance, it appears a key element has been voided or neglected in helping to determine definite curriculum needs as determined by the real needs of the community. Efforts made through the use of vocational education advisory committees have been helpful, but this vehicle needs to be expanded to all disciplines if human educational needs are to be met.

LABORS' RESPONSIBILITY TO EDUCATION

Labor is an integral part of our American society, therefore, labor should play a vital role in curriculum development since a large number of our youth will become involved with labor in non degreed type jobs. Varying degrees of success have been experienced in seeking the cooperation of labor to participate in curricular programs. National efforts must be promoted to form better linkages between labor and public school systems.

VOCATIONAL EDUCATION TRAINING BEYOND HIGH SCHOOL

Vocational education is presently offered to eleventh and twelfth graders at public expense. Vocational education students gain the skills necessary for entry employment upon graduation. For high school students who have no definite occupational plans and for those students seeking retraining or upgrading of skills, there is a need to provide thirteenth and fourteenth year vocational training programs. This vocational training program should be offered to older youth through the age of twenty-one at public expense. The initial cost would be expensive but the future employability of our youth and their contribution to society would more than offset the cost factor.

INCREASED VOCATIONAL TRAINING FOR HANDICAPPED STUDENTS

In the past, a limited number of handicapped students have benefitted from vocational training in high school. The passage of P.L. 94-142 will permit more of these students to be served by vocational education through mainstreaming. There is a need, however, for additional federal and/or state funds to provide the adaptive equipment and support personnel to meet the vocational training needs of these handicapped students.

For those students who cannot be mainstreamed but who can learn single skills, there is a need for separate occupational labs with appropriate equipment and support personnel at additional federal and/or state expense. It is extremely important to provide single skill training for this special segment of our handicapped student population. These youngsters, if given the chance, can become employable, develop a better self image, and become contributing members of our society.

THE IMPORTANCE OF JOB PLACEMENT IN TRAINING YOUTH

Job placement is a vital component of vocational education. It is becoming increasingly difficult for teachers to maintain effective relationships with employers along with their teaching schedules and other school responsibilities. It is imperative that a working relationship between the schools and the private sector be maintained. Funding is needed to hire job development and placement specialists in public schools housing a large number of vocational programs. These specialists would maintain daily contact with employers and centralize the student placement process. Specialists would work on job readiness, job development, job placement, and be the coordinating placement agent between the school and the private sector.

CONCLUSION

The eight points mentioned in this position paper are areas of concern to this writer. Improved legislation and additional federal funds must be provided if significant educational changes are to occur. This nations most valuable resource is our youth. Today's unemployment problems and concerns can become tomorrow's solutions and assets if the resources are provided for our nation's public schools to better serve its youth.

DOWNRIVER AREA VOCATIONAL CONSORTIUM

School Districts Of
Airport, Flat Rock, Gibraltar, Grosse Ile,
Huron, Riverview, Woodhaven

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Edward Sarkisian - Grosse Ile

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September 27, 1979

Congress of the United States
House of Representatives
Committee on Education and Labor
Subcommittee on Elementary, Secondary
and Vocational Education
B-346C Rayburn House Office Building
Washington, D.C. 20515

Representatives:

Carl D. Perkins
Chairman
Elementary, Secondary, and
Vocational Education

Augustus F. Hawkins
Chairman
Employment Opportunities

Dear Chairmen:

I greatly appreciate the opportunity to provide input for your study on "youth unemployment" and share with you a strong desire to improve the occupational potential of the young people in our society. As educators we are constantly reminded of the need to assist students to gain productive employment.

I am sure that members of the committee have been exposed to the typical list of problems associated with youth unemployment, such as:

1) Economic conditions
2) Lack of experience
3) Lack of employment information
4) Lack of education and work linkages
5) Lack of proper guidance
6) Race and sex discrimination
7) Lack of education
8) Family economic conditions
9) Employer attitudes toward youth

The legislature, departments of education, and employment community have made great strides in addressing these problem areas with the enactment of Career Education and Vocational Education Programs, race/sex bias legislation, community college programs, subsidized employment programs, work/education councils, etc.

In the study currently being conducted, the problem of youth unemployment should be viewed from a different perspective. Instead of asking education and labor how they have caused the problem or what they can do to make it go away, the role of the home, the community, and society in general needs to be inspected. In today's world, youth unemployment begins at birth, is fostered by poor parental work attitudes, neglected in the elementary school environment and cannot be completely corrected or improved by a secondary education training program. It will probably complicate the study initially, but to get at the root cause of youth unemployment, it will have to be considered from the same reference point as sex education, in that it was formerly an area of parent responsibility which has in varying degrees been turned over to the educational community to deal with. The same questions are raised, "Do we educate the parent or the child?" "Whose responsibility is it?"

Someone has to encourage the child to establish values and goals, guide them in their pursuit of employment, praise them for their accomplishments, and assist them in working through the problems which accompany employment, so that they might successfully maintain the status of gainful employment.

Prerequisite job skills are absolutely essential for youth entering the employment market, but the affective domain of the graduate needs to be addressed. The short term improvement for the youth unemployment problem is subsidized employment programs with a greater allocation of time and percentage of funding designated to concurrent training. The young unemployed person most typically lacks saleable skills and strong desire for employment. Therefore, subsidized employment with training components will provide work experience, improved skills, and hopefully, reverse the previous lack of desire for employment.

The long term solution to the youth unemployment problem is currently being addressed by the CETA/EDUCATION Projects that are being funded to assist in developing collaborative efforts between education, industry, community based organizations, and a variety of funding agents. This process will yield a greater understanding and respect among those forces presently charged with developing solutions and programs to deal with the unemployment problem. This effort will also develop cooperative arrangements that will bring education and the employment community closer together. By decreasing the extent of this gap, it will lessen the difficulty for young persons in the transition from education to the work force.

Beyond the suggestions of what the employment and education communities can do, an indepth look at the unemployed individuals needs to be accomplished. Who are they? Why are they unemployed? Most importantly, do they actually want to be employed?

Based upon the outcome of that study, we could make decisions relative to how and where to attack the problem. There may be a need to sell the concept of work through the educational process because it is no longer an automatically accepted position of today's youth. From the point that we are assured that the long-range desire of the group we are working with is to gain successful employment, we can develop and strengthen the education and employment communities to provide skills and positions which are appropriate for today's employment needs.

Sincerely,

W. Robert Schnieders, Director
Vocational Education

Discussion of the ways the employment and training systems could help alleviate the problem of youth unemployment

TESTIMONY TO THE HOUSE COMMITTEE ON EDUCATION AND LABOR
DESIGN OF YOUTH EMPLOYMENT AND TRAINING LEGISLATION

by MARION W. PINES ON BEHALF OF:

THE BALTIMORE METROPOLITAN MANPOWER CONSORTIUM
AND THE CITY OF BALTIMORE

The youth of our country face a difficult course through the next ten years. They are beginning to enter a labor market overflowing with not only their own peers but with women entering or reentering the work force and older workers extending their productive years. Many youth, far too many, are failing in their first attempts to enter the economic mainstream. They fail for a whole constellation of reasons. The economy has failed to expand the number of jobs to absorb an unprecedented flow of young people and women into the job market. Many youth fail to meet even minimal achievement standards required to get jobs. Increasingly youth are facing some very adult obstacles to work; pregnancy, drug abuse, alcoholism and criminal records. In spite of the fact that more youth are employed today than ever before and in spite of the fact that youth are staying in school for more years than ever, the rate of youthful unemployment is exceptionally and troublingly high. This problem is particularly critical for inner-city youth, rural youth, hispanic youth and minorities. This waste of the productive resources of youth is detrimental for the country both in the short and long term. In the short-run, we forego the potential productivity of youth. In the long term, we are fostering a future labor force that lacks skills, that lacks confidence in itself, that is alienated from the productive life of the nation. What must be done? My testimony is prepared to assist your Committee in addressing this complex issue and to outline our suggestions of what the federal government must do to remedy the critical and tragic waste of youth resources.

First, we must continue to expand the number of jobs available in the private economy. Those opportunities must be targeted to areas suffering from a serious mismatch between available jobs and potential workers—the large urban areas of our nation and the impoverished and isolated rural areas. The jobs created must be accessible to those who are most in need. Federal policies that stimulate the expansion of jobs must create jobs that match the skill level and the skill potential of the structurally unemployed. Stimulation of high skill, technical or professional jobs, while important for other reasons, will fail to provide employment to those who need them most and will result in little more than incremental increases to the inflation rate. To re-emphasize, job expansion must be targeted both to the neediest individuals and neediest areas.

Second, and of equal importance, we must improve the productive capacity of youth. While both of these proposals must be pursued agressively and concurrently, I will focus my remarks most on the second. How can we best prepare youth for an active role and useful participation in the economy?

Simplifying and Consolidating Youth Employment and Training Programs

The Comprehensive Employment and Training Act is the key component of the federal policy designed to increase the aggregate skill level and productive capacity of the nation's work force. And for the past two years, the Youth Employment and Demonstration Projects Act has been the cornerstone of the CETA effort to address the employment problems of youth. To determine the dimensions of a revised and expanded youth employment program, it is necessary to distill our experience under YEDPA and to decide how best to integrate a new youth policy within the current configuration of programs operating in the labor market.

First, a revised and renewed youth employment program must continue to be part of CETA. The concepts that led to the creation of the CETA system are still valid. Federal manpower policy should be executed at a local level where both the changing demands of a dynamic labor market and the changing needs of young people are most clearly and immediately seen and understood. The current local/federal partnership has been extremely effective in responding to the problems of the national labor market. The role that CETA played during the recession of 1974-75 and during the economic stimulus effort of 1977 were critical in putting the economy back on its feet. As conceived in 1974, CETA was to be a decategorized delivery system. Recent federal initiatives have indicated a drift toward categorization of program models. Such recategorization is inefficient and creates an artificial division of services to specific groups. In the area of youth, we need a single comprehensive title under CETA with one funding source, one set of flexible rules and regulations, and a broad range of local planning and operational discretion to meet the particular needs of youth in each labor market area.

Currently, Title IV of CETA authorizes five distinct programs for youth; YETP, YCCIP, the Entitlement Program, the Summer Program and the Job Corps. The experimental nature of YEDPA dictated a complex categorization of youth programs to test various approaches. However, that complexity greatly increased administrative and reporting requirements and to a degree limited developmental or sequential services to youth. For example, many youth in the YCCIP program needed far more than simply work experience, yet they were ineligible for programs offering a broader range of services. Tieing funds to specific program activities should not be continued under a revised youth title. With much of experimental information now available, the funding for youth services should be consolidated. The youth Title within CETA should offer a full and comprehensive range of allowable services to youth. At a minimum, YETP, YCCIP and SYEP should be collapsed into a single funding mechanism. Because of its national character, the Job Corps should remain a discrete part of the revised youth Title within CETA.

The Youth Incentive Entitlement Projects should be continued and expanded. As the largest social experiment for the employment of youth, it is generating a rich and detailed base of information. Its continuation will serve two important functions: as a continuing experimental project to test the concepts embodied in the Humphrey Hawkins Full Employment Act and as a means of targetting funds to areas with high concentrations of poverty and need. We recommend that each year the number of entitlement sites be increased within the constraints of sound local management capability. Rules, therefore, for Entitlement should be revised to ensure that it can be fully integrated with other youth and adult programs under CETA. With the exception of the Entitlement and the Job Corps, all federal youth employment and training resources should come through a single grant.

The new youth title should allow a broad range of employment and training activities and should promote sequential and developmental services for youth. We have learned that for youth with multiple barriers to employment (lack of basic cognitive skills, lack of work experience, lack of specific occupational preparation, and in need of child care and transportation), the system of "one-shot" categorical services has often been unsuccessful. The revised youth policy must emphasize a comprehensive developmental approach that has been difficult to achieve under YEDPA. It must recognize the need for long-term as well as short-term assistance. For the neediest youth, services may need to begin with remedial education, followed by or concurrent with work experience. The youth may then need specific occupational training to be able to move into the private economy. A sequential, developmental approach will require a degree of flexibility in the youth program. First, a complete range of allowable activities should be authorized including career exploration services, remedial and alternative education, occupational skill training, fully subsidized work experience allowable in both the public and private sectors, on-the-job training, high support counseling services, child care and transportation assistance, and job placement services. Since, for some youth, program services may take several years, no limits on length of participation should be set for youth.

In order to facilitate progression from one sequenced program to the next, there must be one single eligibility standard for all youth programs.

Under YEDPA, there are four eligibility standards that have tended to inhibit developmental approaches and that unnecessarily categorize the youth program. If we accept the premise that services to disadvantaged youth may need to be long term and developmental, then we must establish eligibility criteria that allow for the free flow of youth through different program strategies. The short history of YEDPA provides ample documentation about youth who were unable to move from one program model to another because of differentiating eligible criteria.

The income eligibility standard should be set to measure a family's ability to afford educational and training services for their children and at the same time provide a minimal standard of living. The standard should, consequently, be somewhat higher than the standard for adult programs which measures only the family's ability to maintain a minimum standard of living. The Bureau of Labor Statistics, Lower Living Standard is an appropriate family income criterion.

A family income standard offers a reasonably accurate proxy of need. Income is not, however, a perfect substitute for an individualized determination of need. In many cases, CETA prime sponsors have been unable to serve needy individuals because their annual family income was too high...$100 too high. For example, handicapped youth, youth in the juvenile justice system and single parents may all in need of specialized services and may be unable to receive assistance because their family incomes are "too high." To avoid excessive liability and for program flexibility, we recommend that up to 20% of funds under the youth program be allowable to assist needy youth who fail to meet the strict income standard. This 20% eligibility flexibility should not be a research model but should simply allow services to be provided to young people who need assistance but might otherwise not receive it because of a rigid income eligibility standard.

There should be no criteria related to labor force behavior of youth. Many youth show sporadic attachment to casual labor markets, working for a few weeks now and then on a part-time basis. These youth, who are in need of developmental services would be ineligible if unemployment criteria were establihsed. Many youth are simply convinced that job opportunities do not exist for them. They are discouraged workers and are consequently not considered to be in the labor force or unemployed. Further, most young people who are in-school are not counted as unemployed but are rather considered out of the labor force. Any eligibility standard that requires a period of unemployment may exclude a great many youth who either participate in a casual labor market or are discouraged workers or are in school.

Any youth age 14 to 21, who is needy should be eligible for the youth program. It has been argued that the age standard should be raised to 16. Fourteen and fifteen year olds have particular needs that are somewhat different than older youths but no less critical. Many adult behavior patterns are developed in the early teens. An unsuccessful effort in the labor market at 14 or 15 may have serious effects on the subsequent labor force behavior of youth. Services to 14 and 15 year olds should be an integral part of revised youth legislation, but the legislation should carry no prescriptive services for age groups within the youth population. Services should rather be planned to focus on the individualized needs of each youth assessed not by age but by ability, achievement, and level of preparedness to enter the labor market. Anyone age 14 to 21 should be eligible to receive any or all of the broad range of services available.

However, we recommend that a system of stipends and allowances be permitted and that the rising minimum wage not be mandated to Youth while in training programs. This could spread educational and training resources to more youth, and at the same time would foster some expectation of upward mobility for youth as they move from sub-minimum training allowances to the free labor market.

Improving the Access of Disadvantaged Youth to the Private Sector

Revised youth legislation must emphasize strong access to and linkages with the private sector. The youth title should offer a broad range of incentives to private employers to participate in the training and development of young people. Incentives within the act should be supplemented by other legislative initiatives to extend the Targeted Jobs Tax Credit, to allow for subminimum wages to youth under the Fair Labor Standards Act. Within the youth title itself, provisions should be made for full wage subsidy in the private sector, expanded on-the-job training for youth and closer involvement of the private sector in planning educational and training services for youth.

The private sector offers the greatest potential for training, hiring and certifying the work-related achievements of youth. If the ultimate objective of youth legislation is to place youth in the productive economy, we must build effective institutional bridges to the private sector and begin to use the vast training and development infrastructure available within the private sector. Many disadvantaged youth are unable to get jobs because they lack the informal access to employers that is available to more advantaged kids through parents, relatives and others. The CETA system must be able to fill that access role both by encouraging business to hire through financial incentives and by certifying the potential productivity of each youth in much the same way that parents or friends of middle-class youth can "vouch" for their value.

Unless we expand work experience programs to the private sector, we will continue to be limited in the kinds of jobs to which we can expose youth. The range of work experience available in the public and non-profit sectors are simply too limited to provide useful exposure for all youth. Any programs designed to replicate conditions, training or demands of private sector employers will more often than not only imperfectly reflect the state of the private sector. Clearly, employers are in the best position to train youth to meet industry standards. Youth legislation must allow expanded access to the wealth of experience and know-how available within the private sector.

The most effective method to ensure private sector participation is to offer financial incentives. Revised youth legislation should allow fully subsidized work experience in the private sector. The concept has been successfully tested under the Entitlement program. In the Baltimore experiment, we have had an extremely positive response from the private sector. About 30% of all worksites, some 350 under the Entitlement program are private sector employers and nearly half of the worksites developed in the most recent nine months are with private employers. This record indicates the private sector's willingness to participate in the employability development of youth but only where the relationship is free of complex governmental entanglements.

Many businessmen in Baltimore have indicated to us that the actual cost of employing a youth at the minimum wage is about $5.80 an hour, or double the minimum rate. The costs of supervision, unemployment insurance, FICA, workman's compensation, health insurance and other benefits add significantly to the cost of hiring. The costs for youth may be even higher because of accident insurance rates and possibly higher UI rates due to the job mobility of youth. Therefore, we have found that outstationing youth to private employers at full wage subsidies can encourage employers to train youth and eventually employ them on their own payrolls.

The legislation should permit a variety of incentives to the private sector. The OJT regulations could be modified to allow 100% wage reimbursement for youth without special waivers provided that the employee agrees to carry-out a progressive training plan and agrees to hire the young person upon successful completion of training. A "matching plan" might be instituted which would allow

CETA to fully subsidize the cost of one youth for each eligible youth that the employer hires at his own expense. A bonus incentive approach might be established that would allow full wage subsidy from CETA if the employer agrees to pay bonuses to each employed youth at certain benchmarks that coincide with performance during training.

The mechanism of the locally established Private Industry Council offers a valuable tool in bringing the private sector into full participation with prime sponsors. The PIC should be encouraged to be involved in the development of private sector worksites. It can assist the prime sponsor in screening worksites and employers who offer the best training opportunities. It may be instrumental in developing local OJT programs for youth allowing broader and longer term support for employers willing to hire and train youth. Most importantly, it should be the conduit for advertising the smorgasbord of available incentives to employers willing to hire and train youth.

Certification and Program Standards

The private sector can also play a critical role in developing achievement standards and progress milestones for youth. Developing and publicizing performance and certification criteria for youth should be a key feature of revised youth legislation. Employers are interested in important behavioral and achievement areas; punctuality, reliability and an understnding of the demands of the workplace; basic cognitive skills in reading, math and verbal communication; and finally, occupational skills attainment. The legislation should call for the development of local certification criteria based on these areas. Certification should be based on minimally acceptable criteria as defined by the private sector through the PIC or by other means. Certification criteria must be developed locally to ensure that the demands of the local employer community can be met. The legislation should require only that benchmarks be developed locally. Legislation should not mandate monolithic national standards.

The credibility of such certification criteria is extremely important if they are to be effective mechanisms for bridging the gap between the disadvantaged young person and the employer. By emphasizing private sector incentives for training and hiring youth, we can get employers involved in the certification process directly. No endorsement is stronger than one employer saying to another employer that "this kid is skilled, motivated, and reliable." Beyond that, there is no surer indication of the need for further services than when an employer suggests that a particular young person is simply not making it in his work force.

The objective of providing long-term developmental services to the neediest youth must be supported by revising national assessment criteria. CETA's performance has been evaluated primarily on its ability to place participants in permanent unsubsidized employment at the lowest cost per participant. The system is designed to meet that objective through relatively short-term interventions. To emphasize short-term placement and earnings outcomes within youth programs could clearly lead to creaming. Youth would be selected for programs based on their short-run potential for employment not their long-term developmental needs. The design for youth programs we have proposed here, however, is directed at long-term interventions and developmental approaches. The youth program is targeted toward incremental improvement of the labor market potential of economically disadvantaged youth. Consequently, program assessment for youth programs must reflect this. Locally developed benchmarks, measuring enrollment and changes in functional and attitudinal levels should be encouraged. The Labor Department should review these locally developed benchmarks and approve local plans based on their adequacy. Program performance might be assessed by examining retention rates and developmental improvements.

Funding Mechanisms for CETA Youth Programs

Funding for the youth employment program must be targeted to areas of greatest need. The best statistical information available indicates that youth unemployment is not uniformly divided among all groups of youth or all areas of the country. The weight of unemployment falls disproportionately on minority youth, on hispanic youth, on poor youth and on youth in the inner-cities. The funding formula for the youth program must direct resources to these areas of greatest need. To the extent possible, the formula should rely on youth need indices. Within the Baltimore Consortium, we have redistributed national funds through a locally devised formula based on the number of youth, the number of youth in poverty and the number of dropout youth. Where "youth-specific" indices of this sort are available at a national level, they should be used as formula factors. Where they are not uniformly available, proxies for youth need must be relied upon. Some possible proxies include population density which will target resources to urban areas and poverty indices which will target resources to depressed areas, both urban and rural.

In general, unemployment data have limitations both as a need index and as a funding mechanism. Workers who have become so discouraged with the prospects of finding jobs that they stop looking are routinely excluded from unemployment counts. In distressed urban and rural areas where job openings are most limited, the rate of discouragement is disproportionately high and the official unemployment rate is artificially low because it discounts these discouraged workers. Using unemployment data to direct formula funds will result in reduced resources flowing to those areas with the greatest number of discouraged workers.

Youth unemployment rates are even more problematic. Not only do they exclude discouraged youth, but they also exclude most in-school youth. Neither adult nor youth unemployment figures should be used to distribute resources under revised youth legislation since both significantly underestimate the need in urban and rural areas.

At least 75% of the funds available under the revised youth title should be distributed by formula to CETA prime sponsors. The remaining 25% should be available for incentive funding, continuation and expansion of the Entitlement program, Job Corps and national programs for knowledge development. In order to leverage local coordination, financial incentives should be available to prime sponsors who execute local cooperative agreements for youth services with other local institutions such as the local educational system, the juvenile justice system, community colleges, the employment service, etc.

Under this plan prime sponsors would apply annually to the Department of Labor requesting and justifying incentive funding. The maximum amount of incentive funding available should increase the prime sponsor's basic grant by 25%.

Prior to award of a nationality funded knowledge development contract, DOL must be required to seek concurrence from the local prime sponsor. This concurrence would reduce duplication of services at a local level and would ensure maximum coordination of programs.

Conclusion:

Thank you for the opportunity to express our position on this important legislative initiative. To summarize our views, I would like to stress again the following points:

1) revised youth legislation should be a part of the Comprehensive Employment and Training Act;
2) the current categorical programs for youth under YEDPA should be consolidated;
3) rules governing youth programs should be streamlined, simplified and brought into line with the general rules applicable to CETA;
4) the Entitlement program should be continued and gradually expanded to all substantial poverty areas;
5) revised youth legislation should offer a complete range of incentives to the private sector for hiring and training disadvantaged youth
6) a system of allowances or stipends must be developed at a rate below minimum wage while youth are in subsidized employment training program;
7) financial incentives to encourage coordination between CETA and the educational system and other community institutions must be designed;
8) the legislation should encourage the development of local achievement criteria for youth;
9) program assessment must reflect the long and short term goals of the legislation and should focus on incremental and developmental objectives, not on employment outcomes alone;
10) funds under the legislation should be targeted to areas of greatest need and factors used to distribute funds should adequately represent youth need.

Again, I appreciate the opportunity to express our views and I hope that as legislation is developed, you will call on us again.

IMPROVEMENTS NEEDED IN THE EMPLOYMENT AND TRAINING SYSTEM: A NORTH CAROLINA PERSPECTIVE

by

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FOREWORD

The principal authors of this report are pleased to share this paper with Congressmen Carl D. Perkins and Augustus F. Hawkins. It is in response to their request to Dr. Michael Latta of July 26, 1979. The authors wish to thank Joseph Parry-Hill, Mildred Walton, Gene McNeill, Josephine Hinton, Irma Hardy and Peggy Price, staff of the North Carolina Advisory Council, for their assistance in reading and typing the paper.

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IMPROVEMENTS NEEDED IN THE EMPLOYMENT AND TRAINING SYSTEM: A NORTH CAROLINA PERSPECTIVE

Many suggestions have been made about the need to improve the employment and training system in order to reduce youth unemployment. One example is the proposed Youth Employment Act of 1979 (H.R. 4465) which has been introduced in the ninety-sixth Congress. It would amend Titles IV and VII of the Comprehensive Employment and Training Act (CETA), Title VI of the Social Security Act (Work Incentive Program), the Wagner-Peyser Act, and the apprenticeship program. It also would create an interagency committee to coordinate the Federal government's youth employment effort. Another bill (H.R. 4534) would establish a program of full employment, vocational training, and employment placement for all youngsters willing and able to work. The legislation would create a National Full Youth Employment Board which would, in turn, appoint a director for a new Youth Guarantee Office to carry out priorities of the program. Yet another bill (H.R. 4536) would amend the Internal Revenue Code of 1954 and CETA to provide for eligibility for certain in-school youth for jobs under the Targeted Jobs Tax Credit Program.

While each of these proposals may be good in its own right - and perhaps if they were combined, a comprehensive bill would emerge - it is the view in North Carolina that such an approach does not deal adequately or appropriately with the overall problems of youth employment or improve the Employment and Training System. Three concepts must undergird any attempt to improve the "System." They are offered from a State perspective--from a North Carolina perspective. The concepts are: (1) education must be the centerpiece in improving the System; (2) States must take the leadership role in education for work; and (3) (to achieve the other two) a new kind of Federal-State relationship for Education, Employment, and Training is essential.

Education: The Cornerstone for the Employment and Training System

North Carolina prides itself in having a comprehensive educational system, with basic funding coming from the State. All rhetoric aside, education is a State function in North Carolina. This principal was operationalized in 1933, when, at the height of the economic depression, the State took over the operations and basic financing of the educational system. Today, the public education system includes one hundred forty-four (144) local school administrative districts, fifty-eight (58) institutions comprising the Community College System, and sixteen (16) constituent units of the greater University System. There are also thirty-eight (38) private colleges and universities and a number of proprietary schools in the State. All of these institutions, plus some other State agencies like the Department of Correction and Human Resources, offer educational and training opportunities to prepare youth and adults for employment.

Recognizing that these institutions and agencies are engaged in the employment and training initiative and further recognizing that these institutions or agencies did not know how well students were progressing in terms of basic reading and math, an annual testing program was established by the N. C. General Assembly in 1977. The purpose of the annual testing program is to measure the progress of students at grades 1, 3, 6, and 9 in the public schools. Further, a competency test was established to guarantee that every high school graduate would possess certain minimum competencies before receiving a high school diploma.

It is essential that students have basic academic skills if youth unemployment is to be addressed and if the employment and training system is to be improved. To place youth (or adults for that matter) into the employment and training system without adequate basic education is to assure human failure as well as "System" failure. The North Carolina State Board of Education (which serves as the State Board for Vocational Education) has stated:

"There can be no high quality vocational education program without a high quality total education program."[1] Basic education must be made the cornerstone of the Employment and Training System. Without strong basic education, our youth (and adults) will fail, one symptom being high youth unemployment. Moreover, the Employment and Training System will be expected to provide for its clients what should have been provided earlier--a basic education.

Education and Training: A Basic State Function

It is well known that "education and training" is not mentioned in the U. S. Constitution. Equally well known is that every state in the Union does have a mandate for "Education" in their respective State Constitutions. Moreover, States subscribe to the principal that education is a State responsibility, a local function, and a Federal concern.

Historically, the education function has been initiated and fostered at the local or State level of government. But this was not true of vocational education and training. Vocational education and training came into the Nation's educational picture by Federal initiative with the passage of the Smith-Hughes Act of 1917. The Act required that for each dollar of Federal funds expended, the local or State government had to spend at least an equal amount--in other words, a fifty-fifty match.

From the beginning, vocational education and training has been thought of as a "Federal" program, and its basic operational pattern continued without major change until 1963. The passage of the Manpower Development and Training Act (MDTA) of 1962, which focused primarily on training for jobs, reinforced the notion of State and local governments that vocational education and training was essentially a "Federal" effort.

With the passage of the 1963 Vocational Education Act and with the subsequent amendments of 1968, it seems clear, in retrospect, that the Congress was trying to get the States to assume their rightful role in vocational education and training--or, to use a phrase currently in vogue, to establish the "education-work connection" in every State. The North Carolina Advisory Council called it "Establishing an Overall State Policy for Vocational Education."

There is little evidence that States did establish or have yet established vocational education and training as an integral part of the education process. A search of State educational statutes reveals that vocational education and training has not been made an integral part of the education process in most States. Even though some States are now overmatching Federal funds for vocational education by as much as thirteen to one and the national average is about eight to one, most States have not legislatively established vocational education and training as a State function.

The lack of an overall State policy for vocational education and training was recognized by the State of North Carolina in 1976. In that year the North Carolina Advisory Council, in its Annual Report entitled A CALL FOR POLICY, recommended that the "State Board of Education develop an overall Statewide Policy on Vocational Education." The Advisory Council urged the State Board to seek the full cooperation of the State Employment and Training Council (then known as the State Manpower Services Council) and the Board of Governors, which is charged with planning for all post-secondary educational opportunities, both public and private.

When the 1977 North Carolina General Assembly convened, a bill was introduced on Vocational Education with backing from the Governor's office. The bill became law on June 8, 1977. Several key features of the new State Vocational Education Law are: (1) the State Board of Education is to be the State Board of Vocational Education, and it is to be the sole State agency for State administration of vocational education at all levels; (2) the State Board is to administer a comprehensive program of vocational education, which shall be available to all students who desire it in the public secondary schools of the State; (3) the State Board is to describe the State's policy for Vocational Education and the system utilized for the delivery of Vocational Education programs, services, and activities; (4) the State Board is to make sure that articulation occurs with institutions, agencies, councils, and other organizations having responsibility for manpower development; and (5) the State Board is to prepare a Master Plan for Vocational Education, which is to be updated periodically.

These provisions gave the State Board of Education the necessary legal authority to bring vocational education and training into the education mainstream. Still missing, however, was a way to link the public schools, the community colleges, and the technical institutes with the University System.

In the 1976 Annual Report of the State Advisory Council, it was pointed out that while the Long-Range Plan, 1976-1981 of the Board of Governors recognized an imbalance between the market demand for teachers and the kind of training and services being carried on by constituent institutions in the University System, little mention could be found for meeting the needs of vocational and technical teachers who were needed to teach and work in the public secondary schools and community colleges and technical institutes. In November 1977, the Board of Governors took a major step forward in correcting this oversight when it adopted a statement on Vocational Education and Training in its updated Long-Range Plan, 1977-1982. The statement reads in part:

> "Occupational education comprises an important aspect of North Carolina's public education program. It is also an important component of federal policy.
>
> "In the 'Vocational Education State Plan,' the State Board of Education notes the necessity for University contributions to an effective program of occupational education. In particular, it is pointed out that the University institutions have major responsibilities in providing needed programs in such areas as health occupations and in the teaching of the disadvantaged and

> handicapped, and in preparing--through pre-service and in-service programs--teachers; counselors; supervisors; and other school personnel.
>
> "As planning in this area [Vocational Education] proceeds, the Board of Governors will continue to cooperate with and seek the advice of the State Board of Education in determining how University contributions can most effectively be made."[2]

The Board of Governors of the public University System reiterated this policy in its 1977-83 Long-Range Plan and further states: "The Board will also continue to value the advice and assistance of the North Carolina Advisory Council . . . as it continues to advocate for improved programs of vocational education."[3]

These accomplishments would not have been possible if the Governor had not made his position very clear. In a paper on education, the Governor had said:

> "Finally, it is now time to provide an expanded legal basis for comprehensive occupational education in the secondary schools of North Carolina. Our General Statutes do not prescribe a comprehensive state policy on occupational education. We need legislation that includes a declaration of purpose that sets basic standards for occupational education programs, that requires appropriate program evaluation and that sets guidelines for cooperation efforts between secondary schools and community colleges."[4]

In North Carolina, educational training has now been established as a State function. This does not mean that everything is perfect, but it does mean that the State has established the function of vocational education and training as an integral part of the educational process.

Federal-State Relationships: A New Approach

Since the Constitution did leave the responsibility for education to the States, some have suggested that there is no Federal role in vocational education and training. It is not quite that simple. The States recognize that to the degree that education is an instrument of national policy, Federal interest is appropriate. As has been stated, education is a Federal concern, a State responsibility, and a local function.

The Federal interest in vocational education and training is strong: it comes about because of other social concerns (i.e., economic, political, ideological, etc.) and it utilizes vocational education and training as a vehicle to address these other concerns. These Federal concerns may result in Federal purposes for vocational education and training which are different from state purposes.

The States should define their own purposes for vocational education and training. These may differ from State to State. If so, this plurality strengthens the federalist system. Therefore, national policy for vocational education and training should not decry differences among States but should support this plurality.

If vocational education and training is a part of education, then the responsibilities (local, State and Federal) which apply to education in general should apply here. This is not true in actual practice. Although all States have assumed their responsibilities for education on their own initiative, the same cannot be said of vocational education and training. This situation could be remedied if and when the States assume their legislative responsibility for vocational education and training as they have for other aspects of education.

If the full potential of vocational education and training is to be experienced, the States must accept their responsibility. The Federal Government should support the States in accepting such a role. In order to accomplish such a task, a new relationship based on the willingness of the States and the Federal Government to establish and pursue National Purposes for vocational education and training must be forged. Such purposes should be consistent with (1) the philosophy of education which underlies the practices of vocational education and training, (2) the state-held purposes for vocational education and training, and (3) the Federal purposes for vocational education and training; but they need not be synonomous with all facets of any of the three sources.

The purposes should be prioritized. Such priorities may change, but a State's decision concerning the purposes it pursues with Federal resources and matching State resources should reflect those priorities. Thus, the decision of a State not to pursue certain national purposes would be a reflection of a lack of resources, not a reflection of disenchantment with particular purposes.

On the other hand, in addition to pursuing national purposes the States might pursue State purposes which are beyond the purview of the national purposes. This would be done with State resources which were not used to match Federal resources. However, the Federal Government should pursue only the national purposes for vocational education and training, as long as it utilizes the State programs of vocational education and training as the vehicle.

The question must now be faced squarely: What improvements could be made in the employment and training system to reduce the extent of youth unemployment? The answers from a North Carolina perspective are very direct.

For States: Each State should establish vocational education and training as an integral part of the education process. The efforts of public schools should be articulated with area schools and/or local technical institutes or community colleges. A crucial component is the professional preparation of teachers and administrators that will be employed to guide the "education-work" connection as it evolves to serve the youth (and adults) in the respective States.

In today's scheme of things, one agreement is essential: an appropriate agreement between the State Board of Education and State Employment and Training Council. Such an agreement was signed by these agencies in North Carolina in May 1978. The agreement is in Appendix I.

All of the activities proposed for the State suggest an overall Statewide Policy for Vocational Education and Training that focuses on youth unemployment. Undergirding this policy has to be a "Master Plan" that adequately reflects State needs.

During the Governor's Youth Conference, held in May 1979, more than six hundred students from across the State of North Carolina agreed with the following recommendation:

> "State government should require all schools to offer in-school internship programs and job survival courses with a job placement specialist to serve in an advisory capacity with the following duties:
>
> - to provide information on current job openings, opportunities, and placement;
> - to sponsor job-related projects within the public sector to inform youth about career opportunities; and
> - to meet with other specialists annually to share ideas and successful programs."[5]

One local Board of Education in North Carolina recently (March 1979) adopted a policy which will require a unit of vocational education before graduating from high school. In commenting on this requirement, a local television editorial noted that the local education

> ". . . system has adopted what appears to be a novel and innovative idea to improve the curriculum of its students. In other words, each student will be provided the opportunity to acquire some basic skill training prior to graduation. The college-bound youngster, as well as the job-bound youngster, will leave high school with some knowledge of what it takes to survive in the world of work. These courses provide an opportunity for the practical application of specific skills in the job market. We think this requirement is an excellent idea. Far too many high school graduates who are unable or undesirous of pursuing education beyond the high school level are faced with the inability to cope with practical work situations."[6]

In summary, the role of the States should be to: (1) accept the full legislative responsibility for vocational education and training within the state; (2) establish a comprehensive vocational education and training program for all persons who wish to participate within the state; (3) establish and maintain a comprehensive planning effort for vocational education and training within the state; (4) participate in the development of the national purposes for vocational education and training; (5) ensure that no person will be denied access to any vocational education and training program on the basis of sex, race, ethnic origin, religion or handicapping condition; (6) ensure that all vocational education and training programs maintain a high quality program of instruction designed to accommodate the varying needs and different learning styles of the enrollees and potential enrollees, which also meets the objectives of the program of vocational education and training in the state; (7) provide for a uniform, comprehensive system of educational data and management information; (8) provide improved evaluation and planning competency at the state level; (9) provide adequate financial resources without excessive local tax burdens; (10) complete the annual appropriation process in time for effective planning by the local educational districts; and (11) encourage innovation and development of new vocational education and training programs at the local level.

For the Federal Government: Attempts must be made to enable Federal and State programs to work in greater harmony rather than opposition. To do this, the Congress will need to agree to reduce the amount of energy which apgoes into record keeping and regulation and to take a more common sense approach to combining Federal and State resources.

Certain possible options are offered from the most desirable to the least desirable to improve the employment and training system in order to reduce youth (and adult) unemployment.

Option #1: Establish a Federal Vocational Education and Training Act which would clearly focus the Nation's purpose for vocational education AND which

(a) encourages states to establish a comprehensive state law on vocational education and training and

(b) rewards states that have already established a comprehensive state law on vocational education and training.

There are no clearly articulated national purposes on vocational education and training. What passes for purpose is a vast and growing complex of programs. This is to suggest that the national purposes that do exist are poorly focused. And, it is to suggest that a Federal Vocational Education and Training Act is the avenue through which those purposes ought to be marshaled. It is to suggest, to the optimum extent possible, that the various components of the National purpose of vocational education and training, identified in related Federal legislation, be brought into a Federal Vocational Education and Training Act to focus more clearly the total mission and purpose of the Federal Government.

One of the mandates in the 1976 Vocational Education Act to State Advisory Councils is to ". . . assess the extent to which vocational education, employment training, vocational rehabilitation, special education, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs . . . ." A "consistent, integrated, and coordinated approach" is not practical until or unless the Federal Government more clearly focuses its purpose for vocational education and training.

This option promotes the concept that vocational education and training is a national concern but a State responsibility. It is suggested that, with more than sixty years of specific direction from the Federal level, it is time for vocational education and training to become A STATE FUNCTION, TO BE BASICALLY FINANCED AND OPERATED AS AN INTEGRAL PART OF THE STATE'S EDUCATIONAL ENTERPRISE. This concept appears to be consistent with the 1976 Vocational Education Act that suggests Federal funds should be used to maintain existing programs only "where necessary." But the missing piece in the 1976 Vocational Education Act is the financial (and other) incentive(s) to encourage States to establish basic programs of vocational education and training as a State responsibility. Moreover, for those States that have established a State law and State finance for a program of vocational education and training, the Federal Government has not rewarded that State for a job "well done." If Congress believes that a program of vocational education and training is in the national interest but believes it is a State function to maintain these programs, it is appropriate to encourage States to assume this role and to reward States that have.

This option is intended to forge a new Federal-State partnership through an incentive approach in order to encourage States to cooperate in carrying out Federal priorities where Federal resources cannot meet total needs.

AND/OR

Option #2: Establish a Federal Vocational Education and Training Act that would use Federal funds to cover the additional costs of vocational education and training.

A principal reason that states have been slow to make a program of vocational education and training available to all who want it is that the initial costs of vocational education and training are higher than for most other educational programs. One role for the Federal Government could be to pay all or a substantial part of these extra costs. For example, a vocational or training program might cost the Federal Government $1,500-$3,000 if the student is in a separate, fully Federally supported program; but a fraction of that amount would be needed if the Federal Government paid only the extra cost of a program of vocational education and training for that student in a mainstreamed secondary, post-secondary, or area school.

AND/OR

Option #3: Establish vocational education and training as a component of related Federal Acts.

An example of a vocational education and training component in a related Federal Act is Part E - Education Professions Development, Section 532 (Title I, Education Amendments of 1976), on "Teacher Centers." An excerpt in the law states: "Each teacher center shall be operated under the supervision of a teacher center policy board . . . including special education and vocational education teachers." (emphasis added)

The new Comprehensive Employment and Training Act (P.L. 95-524) establishes vocational education and training as an essential component of the Act. This effort needs to be extended to all appropriate Federal Acts. A specific example is the Education Amendments of 1978 (P.L. 95-561). Section 341 of the Act requires the U. S. Commissioner of Education to carry out a youth employment program to prepare individual students to take their places as working members of society. The program under this authority supports activities designed to: (a) study the relationship of work to academic and intellectual achievement; (b) develop ways to improve achievement in basic educational skills through work experience; (c) enhance job opportunities for youth by coordinating educational activities with the CETA youth employment programs; and (d) provide technical assistance, information, training, and other assistance to institutions and other groups to develop programs enabling students more readily make the transition from school to work.

Where does vocational education and training fit into this new emerging Federal act? What requirements in this new Federal act necessitate the State education agency(ies) to "coordinate" this new Federal thrust with the vocational and training component in the same State? Such an initiative might assist in establishing "programs enabling students" to move from school to work.

Efforts along this line should be expanded to establish a vocational education and training component in relevant Federal acts.

OR

Option #4: Establish a Federal Vocational Education and Training Act that would permit a State to select from a list of National concerns (priorities).

Out of the list, the states might select a number of concerns to be funded for a specified time, thus enabling States to concentrate on certain aspects of vocational education and training. Such a list of national concerns might focus attention on upgrading, improving productivity, and balanced growth and economic development.

The Federal support would be used, therefore, to address the specific need(s) in a State while acting in concert with the overall purposes of the Federal Government. Such a scenario would probably not permit a single activity to be continuously supported by Federal funds for more than a specified number of years.

OR

Option #5: Establish a Federal Vocational Education and Training Act to support only national concerns (priorities).

States would be granted funds only to implement certain national thrusts. There would be no basic support in this Act but only certain identified "national interest" items such as disadvantaged, handicapped, professional development, improving productivity of employees, or balanced growth and economic development.

These "options" are not suggested as an inclusive list; they are suggested as plausible or possible considerations from a Federal perspective. They are offered toward finding an appropriate solution to the Federal Government's role in vocational education and training.

In summary, the role of federal government to improve the employment and training system should be: (1) encourage the individual states to accept their legislative responsibility for vocational education and training; (2) promote the individuality of the states; (3) participate in the establishment of the national purposes for vocational education and training; (4) support such national purposes; (5) assist the states in the necessary comprehensive planning required to achieve such national purposes; (6) provide increasingly creative and substantial forms of funding to the states to be used in the pursuit of these national purposes; (7) enter into increasingly innovative and stimulating financial agreements with the states for the expenditure of Federal vocational education and training funds; (8) assume primary responsibility for financing and coordinating research and development in vocational education and training; (9) coordinate all Federal legislation which impacts, in any way, on the states' programs of vocational education and training; (10) provide the states, on a continuing basis, with all the pertinent information concerning the national purposes for vocational education and training; and (11) develop and help finance, in cooperation with state and local education agencies, a comprehensive system of data collection and information retrieval for use in program planning.

Findings

The employment and training system throughout the United States needs improving, especially to reduce youth unemployment. If youth unemployment is to be adequately addressed, vocational education and training must be established, preferably in State Statutes, as an educational function. Policy and financing action by the respective States is essential in order to firmly establish the education-work connection. The Federal Government's role would be to extend, expand, and/or enhance the State's programs of vocational education and training.

The State of North Carolina has begun this process, but the existing Federal laws or policies (or lack thereof) do not encourage States to establish vocational education and training as an integral part of the educational enterprise. Moreover, the existing Federal funding system does not reward States that have established vocational education and training as a component of the State's educational program. It is time that the Federal Government assumed a new posture--encourage States to establish vocational education and training as a part of the education system and reward States that have. This approach would finally establish vocational education and training as a State responsibility, a local function, and a Federal concern.

FOOTNOTES

1. N. C. Master Plan for Secondary Vocational Education, Adopted by State Board of Education, June 7, 1979, p. 1, number 11.
2. UNC Board of Governors, Long-Range Planning, 1977-1982, pp. 283-284.
3. UNC Board of Governors, Long-Range Planning, 1978-1983, p. 237.
4. "Public Schools and the Community: Strengthening Quality Education in the 1970s," A Position Statement by Jim Hunt, July 10, 1976, p. 6.
5. "Governor's Youth Conference Recommendations," held at Meredith College, Raleigh, N. C., May 18-20, 1979, p. 5.
6. No. 4230 - Editorial - Presented by J. D. Lewis, "Durham City Schools: Required Vocational Training," WRAL-TV, Friday, April 27, 1979.

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Main Sources

This paper is an adaptation of certain key concepts in:

Charles J. Law's, "A Proposed Frame of Reference for Decision Making in Vocational Education," unpublished paper prepared for the Bureau of Occupational and Adult Education, U. S. Office of Education, July, 1979, and

E. Michael Latta's, "Options for Strengthening the Field of Vocational Education," unpublished paper prepared for the American Vocational Association through the National Advisory Council on Vocational Education under Contract with the U. S. Office of Education, December, 1978.

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APPENDIX I

RESOLUTION

AGREEMENT TO COOPERATE
NORTH CAROLINA STATE BOARD OF EDUCATION
NORTH CAROLINA EMPLOYMENT AND TRAINING COUNCIL

ADOPTED MAY 3, 1976

RESOLUTION

AGREEMENT TO COOPERATE
NORTH CAROLINA STATE BOARD OF EDUCATION
NORTH CAROLINA EMPLOYMENT AND TRAINING COUNCIL

WHEREAS the State of North Carolina, through the Governor, the General Assembly, the State Board of Education, and the Employment and Training Council has given priority to expanded and improved educational and employment opportunities for its citizens; and

WHEREAS the North Carolina State Advisory Council on Vocational Education has recommended to the State Board of Education establishment of a permanent and on-going partnership with the Employment and Training Council to facilitate cooperation and communication; and

WHEREAS the North Carolina Employment and Training Council has recommended that formal cooperative agreements and structures for continuing communication, coordinated planning, and joint program operations be developed between the Council, CETA Prime Sponsors and educational agencies at state and local levels; and

WHEREAS several acts of the Federal government are intended to effect a coordinated approach to education, training, and employment efforts, these including:

Enactments by the Congress of the United States:

- Comprehensive Employment and Training Act of 1973, as amended (CETA);
- Vocational Education Act of 1976 - Specific requirments for coordination between Vocational Education and CETA programs;
- Youth Employment and Demonstration Projects Act of 1977 (YEDPA), adding to CETA various programs designed to increase education and employment opportunities for disadvantaged youth and specifically requiring coordination between education and employment and training agencies; and
- The recently signed Memorandum of Understanding Between the Secretaries of the Departments of Labor and Health, Education and Welfare designed to develop a coordinated approach at the Federal level to carrying out the mandates of the Youth Employment Demonstration Projects Act of 1977; and

WHEREAS the North Carolina Employment and Training Council (State Manpower Services Council in Federal legislation) under North Carolina law, Chapter 771, and the Federal CETA legislation, is to advise the Governor on employment and training goals, objectives, and policy and to make recommendations to the Governor for effective coordination of policies for planning and delivery of employment and training and other related services in the State; and

WHEREAS the North Carolina State Board of Education is charged by Article IX of the North Carolina Constitution and by Chapters 115 and 115A of the General Statutes to supervise and administer a free public school system and a separate system of community colleges and technical institutes and also serves as the State Board of Vocational Education responsible for coordination of policy and program planning and administration of vocational and technical education under various State and Federal laws; and

WHEREAS the State Board of Education has had a continuing role in providing education and training services for employment and training programs, both before and since the enactment of CETA, at the state and local level through the community colleges and technical institutes, and through the secondary public schools for in-school youth; and

WHEREAS over the past year there have been a number of initiatives toward greater coordination, cooperation and communication in policy and program planning between education and employment and training agencies at the state and local levels which have resulted in expanded education program activity related to employment issues and in improved coordination between the staff agency of the Employment and Training Council (the Division of Community Employment, Department of Natural Resources and Community Development) and the staff agencies of the State Board of Education (the Department of Community Colleges, Department of Public Instruction and the Controller's Office); therefore be it

RESOLVED that the North Carolina State Board of Education and the North Carolina Employment and Training Council recognize the urgency of the above mandates and recommendations and jointly agree to expanded and continuing cooperation and communication in developing coordinated policies, plans, and programs for youth and adults in North Carolina; and be it further

RESOLVED that the State Board of Education and the Employment and Training Council encourage their respective staff agencies to continue efforts to jointly identify and review policy and program issues and develop recommendations to the respective bodies on policies and structures needed to implement this agreement and accomplish the goal of a comprehensive program of education and employment training for North Carolina; such goal to include, although not to exclude any other necessary areas, the following:

(1) Delineation of the appropriate role of education, secondary and post-secondary, in a comprehensive employment training system;
(2) Improvement of communication between education and employment and training programs;
(3) Encouragement of school completion and return to school of youth, in particular, and also adults;
(4) Identification and further development of successful education - work models and the development and assessment of innovative alternative approaches in education and training;
(5) Improvement of the transition from school to work through improved occupational counseling and guidance programs, career information, and greater involvement of the private sector in designing programs to meet the employment training needs of the State;
(6) Development of a reliable and timely occupational and labor market information base to be used in coordinated policy and program planning and development;
(7) Improvement of the employability of target groups in the labor force experiencing high unemployment rates;
(8) Development of appropriate guidelines and procedures to assure program quality in education and employment training programs;

(9) Development of a statewide communication system to disseminate information on Federal developments;
(10) The involvement of both agencies in development of the state's position on Federal activities of common concern.

The respective staff agencies should report to the appropriate body on their efforts to carry out the provisions of this agreement in a timely manner, but not less than annually. Appropriate committees of the Board and Council, and interagency staff committees, should be used in developing specific recommendations.

James B. Hunt, Jr., Governor
Chairman, North Carolina Employment
and Training Council

H. David Bruton

H. David Bruton, Chairman
North Carolina State Board
of Education

Policies for Youth Employment

By Sam Brown *

I think you ought to know where I stand on the issue of policies for youth employment.

First, I agree with those economists who say that youth unemployment is ever present in our social system and is not merely a problem that comes in cycles.

Although the youth population is going to decline in coming years and there will be opportunities in the military services, I don't see how these two factors are going to make the high rate of youth unemployment wither away. And we still have to face the fact that the largest number of unemployed youth are those who can least afford being out of work.

Second, I am not at all convinced of the effectiveness of targeted programs intended to alleviate youth unemployment. I know that targeted programs are one means of transferring income to the needy. But the job could be done more efficiently by sending checks to members of target groups. Young people in targeted programs are often forced into situations where all they learn are bad work habits. I know there have been some excellent work programs, starting from the early days of the Neighborhood Youth Corps to the present. But the inability to translate these programs into a successful national effort suggests to me an inherent flaw in the basic approach to targeted programs.

Third, I believe that work and service opportunities should include but should not be limited to those which are going to bring career advancement. Youth is a time of exploration and testing. Claude Brown, author of _Manchild in the Promised Land_, reminds us that some young people cannot change their bad habits unless they get away from their existing environments. They should have opportunities for working and serving away from home. They should also have opportunities to serve in fields completely different from what they have known.

Fourth, I seriously question whether we can make any worthwhile headway in solving problems related to youth unemployment unless we look beyond unemployment itself. We have to recognize that young people must eventually make the transition from school to work. But it is the same time that they are moving from adolescence to adulthood. It is also a time of idealism, a time of self-discovery, a time of great potential energy, and a time when they want to make things happen.

*Director, ACTION

These conclusions lead me to suggest that what is needed is a national youth policy that has among its cornerstones opportunities for work, service, and learning. We should begin with a program of National Youth Service (NYS), which expresses the commitment of government to young people by asking them to serve on the frontiers of human need and providing support for such service.

If NYS or some other youth opportunity program were to be made permanent, it would offer hope to children and youth not yet old enough to participate in short-term youth programs. Presently, young people don't know from one year to the next whether there will be a youth program, whether they will be eligible and whether they will be chosen. All this uncertainty offers little hope to their younger siblings and as a consequence, there is little motivation to stay in school or to do well in studies.

A permanent program would also enable sponsoring organizations to better prepare for youthful participation. These organizations today often receive very little advance notification and as a result the placements are often lacking in quality.

A program that is universal as well as permanent would remove any doubt young people would have of their chances of gaining admission. Those who want to serve would be entitled to serve. While this would mean participation by some persons who were well-to-do or of average income, ACTION experiences to date indicate that the program would draw most heavily from the ranks of the poor and the unemployed. A universal program, therefore, would shed the stigma that attaches to a targeted program without any loss in participation by the target population.

The gradual growth of NYS means that quality control would be imposed at all stages of development.

ACTION has met with considerable success in translating the NYS rhetoric into reality. One pilot project was conducted in Seattle in 1973-75 with ACTION funds and another is under way in Syracuse, with Department of Labor YEDPA funds, and is due to conclude in September 1980. At the heart of the projects has been a matching process designed to meet as fully as possible the needs of both the sponsoring agency and the young person.

Local Operation of NYS

The process of initially identifying NYS sponsors and participants may best be described by imagining that we are in a city or state that has just received a NYS grant. Let us trace the process first for young people and then for the sponsoring agencies.

Young people learn of NYS from numerous sources, including word-of-mouth, newspapers, radio, television, schools, colleges, youth clubs, and religious groups. Where mailing lists are available persons from 18 to 24 are sent information packets on NYS. Elsewhere, intensive efforts are made to make the packets easily available through a variety of channels.

A simple, one-page application form is included in the information kit. Persons interested in joining NYS complete the form and send it to the local center for processing. By return mail the applicant receives an invitation to attend a one-day orientation session to be held within one month.

For applicants who haven't yet decided which branch of NYS to join, further information and counseling is available at the orientation session. Also, pending legal and medical problems are reviewed at this time and a determination is made as to whether the application can proceed or has to await resolution of such problems. Each qualifying applicant completes a one-page resume and receives a voucher and agreement form.

The resume serves as an introduction to the potential sponsors and describes the applicant's education background, work experience, and interests.

The voucher guarantees a certain level of financial support and health care by the U.S. government in return for the performance of needed services by the applicant and compliance with regulations by both applicant and sponsor.

The agreement form provides space for the applicant and sponsor to spell out the duties of the applicant, the training and supervisory responsibilities of the sponsors, the learning potential of the service experience, and other particulars relevant to the service.

Next, applicants have direct access to a computer terminal where they compile a list of positions which interest them. Applicants then receive brief training for having interviews with sponsors and proceed to complete a round of interviews leading to agreement between applicant and sponsor.

The final agreement states the date of beginning service and provisions for training and transportation. NYS normally provides for one day training on administrative matters. Work-related training is the responsibility of the sponsor and is given as part of the service period unless otherwise provided for in the agreement.

Sponsors are recruited in a somewhat similar fashion to that used for participants. Sponsorship is universally open to public and private non-profit agencies. Sponsors may request NYS participants for positions meeting certain criteria, for example:

-No displacement of employees

-No political nor religious activities

-No discrimination

Sponsors' requests are open to public review for a period of one week. Where challenges are made, the grantee investigates them and makes a determination. Those position descriptions which successfully pass through this process are entered into a computer listing, where they are immediately accessible to NYS applicants in the area. It is from this listing that applicants set up interviews and the agreement process goes forward.

Should there be more than negligible abuse of this clearance process, it would be necessary to set up formal review committees, including union officials, to pass on each application for a NYS participant.

Decisions affecting the retention or dismissal of NYS participants have to be made individually, with extenuating circumstances given due weight. Still, guidelines are needed.

The guiding principle is the participant's willingness to serve. The written agreement spells out the duties and responsibilities of both participant and supervisor. The participant who is repeatedly late for work or neglectful of agreed-upon duties appears to be giving a clear signal of an absence of a willingness to serve. Dismissal seems to be in order. By contrast, another participant simply cannot master an assigned job even while making every effort to do so. Here, an in-service training program or a lower-level job, accompanied by a renegotiated contract, is indicated.

When sponsoring organizations fail to live up to the terms of the agreement, the participant is assisted in securing another placement and the sponsoring organization is removed from the computer listing. Participants who are dismissed for failing to comply with the terms of the agreement are normally ineligible for re-enrollment in NYS.

Linked to NYS would be a National Service Fellowship Program (NSFP), providing education benefits for NYS participants.

National Service Fellowship Program (NSFP)

The National Service Fellowship Program would be somewhat parallel to a GI Bill. Persons completing at least one year of NYS would be eligible for NSFP and would be entitled to benefits at the rate of one year of further education and training for each year of service. The NSFP entitlement would pay full tuition, fees, room, and board at approved education or training institutions.

Eligibility for NSFP would last a lifetime. This approach recognizes the shift from a sequential life of school to work to retirement to an intermittent pattern in which a period of education may follow a period of work, and retirement may become an interlude between periods of work and education.

Outcomes

NYS would yield a set of outcomes important to society as well as to the young people who participated. A great deal of community service, environmental protection, and energy conservation would be accomplished. The rates of youth unemployment and youth crime would fall dramatically. There would almost certainly be a reduction in the rate of high school dropouts and those returning to education and training after a period in NYS would have a better sense of what they needed to learn.

Outcomes would vary greatly for the youthful participants. Among the major outcomes would be the following:

- Work experience. As many as half of the NYS participants can be expected to have had no full-time work experience. NYS assures them of one year of such experience.

- Career exploration. Many young people and, reciprocally, many employers, are reluctant to commit themselves to each other on a permanent basis. NYS provides for a commitment of only one year and assures both parties the opportunity to assess one another and make sound decisions regarding future employment. For college-bound young people, NYS offers a period of career testing that will prove to be the basis for firm decisions on fields of study in higher education.

- Awareness of the needs of others. Entrants to NYS will not have to prove their sense of altruism. However, the experience of NYS, especially for the many who will be engaged in one-to-one service, will often result in a lifelong commitment to doing something about the most needy, whether through volunteer service, advocacy, or a chosen profession.

-Employability. Work experience career exploration and an expanding community service field all contribute to the employability of NYS participants. It will be further enhanced by the availability of counselors, support for further training and education and possibly through identification with a national service program which could well have the best image of any government sponsored program since the Peace Corps.

- Youth development. NYS has the potential to become a rite of passage from adolescence to adulthood. An unacceptably large number of young Americans from all strata of society have far too much difficulty making this transition. While NYS will not be a panacea for all, it will certainly prove to be a much better way to spend a year than now occurs for a substantial number of young people.

- Transition from school to work. This often-used expression is too simplified since, while the majority of NYS participants can be expected to be in this transition, some NYS participants will not have been inside a school for several years and others will value their NYS experience as assisting the transition from work to school. Still, NYS will have a variety of education and labor market linkages and will provide a useful bridge for many participants.

The social problems associated with young people have been areas of public condemnation for some time. Drug abuse, teenage pregnancies, high crime rates and high school dropout rates are matters of intense personal concern to millions of parents and a source of general public concern. Typically, society has responded by doing things to young people. It has labeled them, counseled them, incarcerated them, even paid them to attend school. It seems as if society has been afraid to offer young people what they really want - a chance to become somebody, to discover oneself, to test one's abilities and interests, to break free of the bonds of childhood and authority.

ACTION does not offer national service as a sweeping panacea. Not all young people will join and a few who do will have negative experiences. By offering a positive alternative to idleness and alienation, by undertaking projects directly related to these social problems, and by holding out the promise of a national service experience to young teen-agers, ACTION believes that NYS will have a positive, measurable impact on these problems.

YOUTHFUL UNEMPLOYMENT: SOLUTIONS SEEKING IMPLEMENTATION

By: Thomas R. Argust
Executive Director
Rochester-Monroe County Youth Bureau

I. THE PROBLEM

In a world which has witnessed dramatic changes in recent years, the questions of jobs for youth, youth unemployment and youth preparation for employment have received considerable attention. What was once a relatively painless process from childhood to "productive" adulthood has been complicated by a variety of factors, including industrialization and compulsory education. As a result, we have witnessed the emergence of a distinct "youth" class. The transition from youth to adult, from student to worker, has focused increasingly on the issue of youth and work.

During the last decade, increasing concern has been mounting over high youthful unemployment rates. Efforts by governments, school districts, unions, youth servicing agencies and industries have been tried but the elusive goal of significant reductions in youth unemployment continues to be missed. What all these efforts and a multitude of studies have shown is that there is no simple answer to the problem. We are finding that there are many contributing factors to the problem, from the perceptions of youthful workers by employers to the child labor laws; from the inability of our educational system to prepare many youth for vocations to the unions greater concern with older workers. Not to be overlooked either is the general societal attitude toward work which still perceives "legitimate" work as only that which contributes to the gross national product. Let's take a brief look at some of these issues:

Historical

While the United States was an agricultural and frontier nation, youth were essential. The life expectancy at birth was only about 50 years and there was great need for cheap labor. Youth married young and were integrated into the work force with ease. Since the early part of this century, however, the place of youth in society has changed. Both compulsory education and the industrialization process have contributed to reducing the importance of youth as an economic entity. Extended education has become the norm as work for youth has declined and youth unemployment rates have steadily increased. What was once a smooth path for youth (a sheltered childhood leading to education, employment, family retirement) is no longer so clear-cut.

Work was once equated with strenuous effort because of the lack of machine technology. Today, however, it is increasingly rare to find work requiring physical strength. This change can be viewed as a moving away from the production of goods toward the provision of services. Less than

(over)

40% of the present work force has a hand in the production of goods for our society. The nature of work has changed so much that most of today's occupations were virtually unknown a century ago.

Education

A major issue is whether schools can prepare youth for the world of work. There is a growing number of persons who feel that schools alone cannot adequately equip students for lives as workers. Instead, coordinated programs which combine the assets of public and private agencies with the efforts of the educational community are needed. Traditional and nontraditional education can be combined with work experience and community service to counteract the prolonged period of adolescence. Certainly, Job Corps, VISTA, and the emerging discussions on a national service for all youth are reflecting this concern. The idea that our educational institutions are able to produce the workers of tomorrow is being challenged from many quarters. The role of education and its relationship to other youth-serving institutions regarding youth employment is in need of examination.

Work Laws

Work laws are also a factor in the youthful unemployment picture. Certainly, such laws were hard to secure and should not be easily dismantled. However, there appears to be a growing concern over whether there is a correlation between high rates of youth unemployment and child labor legislation. Do the laws limit opportunities and freedom of choice? Do they provide a convenient excuse for employers who prefer not to hire youth? Do the penalties have a chilling effect on the willingness of persons to hire youth?

In addition to the labor laws, the minimum wage appears to be having a negative impact on the employment opportunities for youth. The wage rate is high enough to make employers have second thoughts on hiring less skilled, less experienced and less productive youthful employees. Beyond this, taxes take a major bite out of the youth's pay. A minimum wage rate of $2.90 per hour nets a youth $1.68 per hour in New York City. For the employer, it could take up to $4.95 per hour to pay a youth the minimum wage. These minimums, the need for withholding taxes, and some child labor laws all provide disincentives in hiring youth.

The Private Sector

The role of the private sector is a critical one in solving the youthful unemployment problem. However, business priorities, government regulations and perceptions about youthful workers hinder a more extensive involvement in responding to the problem. Some conclusions from a conference on the employers role in the hiring of youth were:

- Current high youth unemployment is not simply a function of recession and inflation but rather, due to structural changes in the organization of work. Expanding the economy may not solve the problem of youth unemployment.

- Many employment programs have a limited payoff for business. The necessity for productivity leads to "creaming", leaving out those most in need. And government regulations and reporting procedures prevent many potential employers from getting involved.

- Some of the reluctance of employers to hire youth is based on false information. For example, employers feel that turnover is excessively high among young workers, when, in fact, job tenure among all workers is much shorter than they think.

While the private sector may be willing to help in responding to the youthful unemployment problem, it may not do so on a large scale without firm, long-term commitments of support by the public sector.

Unions

While unions have played a major role in youth employment and in preparing youth for the world of work, there appears to be a mixed reaction to the increasing federal interest in apprenticeship and training. This reaction may be the result of tight economic conditions which incline unions to be concerned with keeping their present members working and with attempting to upgrade members' jobs. Thus, unions tend to be more concerned with older workers and in preserving their hard-earned seniority system and pension gains than with addressing the tough problems of the young worker.

Government

Although federal attention to youth employment can be traced to the early part of this century, a major commitment has developed in the last 15 - 20 years. Key legislation has included the Manpower Development and Training Act of 1962, the Vocational Education Act of 1963, the Economic Opportunity Act of 1964, the Comprehensive Employment and Training Act of 1974 and the Youth Employment and Demonstration Projects Act of 1977. Most of these programs have tended to include employment opportunities only as a means of solving other problems. As such, they have been directed toward specific groups of youth, i.e., poor, disadvantaged, delinquent, etc.. Employment for all youth has not been recognized as a crucial issue in and of itself. Therefore, there appears to be little federal commitment to dealing directly with the historical and structural employment issues which create high youthful unemployment rates.

In addition, there is no clearly articulated and developed federal youth policy. As a result, each federal department responsible for certain youth programs often proposes and implements services without collaborating with other appropriate federal departments. This problem is aggravated at the state level and local level.

(over)

II. TOWARD A SOLUTION

This brief overview of the factors contributing to youthful unemployment is not meant to be an exhaustive discussion. Rather, its purpose is to raise some of the issues and perceptions which play a role on the employment state, and it should help us understand the complexities of dealing with unemployment among youth. Important to remember is that institutional and societal factors play an important role in creating youthful unemployment. Unfortunately, most legislative initiatives fail to deal with these critical factors.

In order to solve youthful unemployment, these factors must be carefully considered:

Services should reinforce usefulness, belonging and competence.

Employment programs cannot be viewed as ends in themselves. Jobs should not just put "change in a pocket". They should be part of the developmental growth of an individual which starts with having a family job as a child to the part-time or volunteer jobs performed in old age. Work should be viewed as helping an individual feel a sense of competency, no matter what type of work it is. It should convey the feeling that there is something not only that youth can do, but that they can do well. Work should help a person feel that he/she has something to contribute even if the tasks are menial ones. Also, work should help convey a sense that a person "belongs", that they "fit". This can counter feelings of alienation which many job experiences tend to foster. All these qualities can help youth develop a stake in what they are doing and a reason to be a productive member of society.

Services should reinforce the developmental aspects of employment.

Viewed developmentally, career education is a life-long process. Many persons trained for a specific job do not always stay in that position. Thus, youth employment programs should provide a wide variety of options for different ages of youth. For example, 14 - 15 year olds might have internships, volunteer and/or paid job sampling and vocational exploration available to them. 16 - 18 year olds might need work experience and pre-apprenticeship opportunities. 19 - 21 year olds could have on-the-job training, skills instruction and work experiences. We should be developing the greatest number of employment sampling options for youth in all age categories. These services should take into account the developmental nature of youth and employment.

Better federal, state and local collaboration and cooperation in policy development is needed.

Addressing youthful unemployment will demand a close coordination between business, labor, government, education and youth service agencies. We can no longer deal with the problem through isolated efforts. Certainly many efforts at coordination have been attempted and have produced worthwhile results. But an increased commitment to develop long-range planning efforts among a broad base of representatives from key sectors of national, state and local communities must be encouraged.

Included in this recommendation is the need for the development of a national youth policy dealing with employment, education, health, etc.. Joint agreements should be made between the departments of Labor, Commerce, and Health, Education and Welfare. These agreements could reflect ways that the educational, business and labor sectors would cooperate in addressing youthful unemployment. This process can help set national policy that can provide leadership and an example for similar efforts that would be encouraged or required at the state and local level.

Youth should be placed in agencies that have proven experience.

It is critical that agencies with expertise and a successful performance record be chosen to perform services. The youth employment effort is too important a task to do otherwise. Priority should be placed on assuring quality services, not necessarily on creating new agencies nor sustaining existing ones. Further, emphasis should be placed on evaluation of the services provided.

Expand incentives for the private sector to hire youth.

Private sector involvement could be encouraged through the following ways:

- Allow a sub-minimum wage for entry level youth jobs.
- Exempt youth from having to pay social security or income taxes.
- Exempt employers of youth from having to contribute toward a youth's social security taxes.

- Increase a youth's pay after six months of successful work experience.

- Develop incentives for the establishment of youth business ventures through the Small Business Administration.

- Develop relationships between job providers, CETA and colleges so that youth involved in job programs can have special access to high school equivalency opportunities, if needed, and higher education, if desired.

- Especially for small businesses, keep requirements and reporting procedures minimal, flexible and supportive to employers hiring youth. In addition, technical assistance should be provided to help such employers hire and keep youthful employees.

III. CONCLUSION

While many youth employment programs have been developed and initiated over the past 10 - 15 years, the elusive goal of lowering the unemployment rate among youth has not been reached. This is especially true among Black and Hispanic youth. Unfortunately, many of the job programs do not respond to the structural or institutional aspects of the problem. While providing a work experience may help keep some money in a youth's pocket, it does not necessarily provide the help and support to ensure long-term job security, especially when funded totally by public dollars. Therefore, to solve unemployment among youth, we must understand that the problem is caused by a complex series of factors. We must also commit ourselves to seek solutions that are many but coordinated; to encourage private enterprise to play a more major role; to press the government to be more active in addressing structural or institutional factors; to keep the developmental and social needs of youth in mind when creating new services. To do less may mean additional years of failing to meet the challenge of allowing youth to become more fully involved in the marketplace.

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IMPROVEMENTS IN THE EMPLOYMENT AND TRAINING SYSTEM TO REDUCE THE EXTENT OF YOUTH UNEMPLOYMENT

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The most important improvement needed in the employment and training system of the nation is to provide massive educational development for unemployed youth. Such youth are the forgotten persons who have fallen through the cracks of the social and economic structure of American life. Because of the lack of educational development they are doomed to menial jobs which offer no training and which do not provide them with the skills, knowledges, and attitudes required to move up the occupational ladder.

What is obviously needed is an individualized educational development program for unemployed youth, conducted concurrently with their employment (subsidized or not) on public service or private sector jobs. Such a program will strengthen individual educational needs and will enable youths to reach positions of stability in the economic structure of the nation.

Finding jobs for unemployed youth and paying them for the work they do is a commendable enterprise. It should be accompanied by an organized plan to enable them to obtain basic employment and educational skills as an integral part of their total employment scheme. Such a step will enable them to answer the private sector's basic employment question, "What can you do?"

The key point here is that such a program will strengthen the productive capacity of individuals. Work is becoming more complex, and a "once-over-lightly" treatment of a remedial system is not adequate for preventing unemployment. Throwing a drowning person a life preserver helps tremendously; teaching him how to swim is even better.

Any national initiatives concerning youth legislation should be developed in concert with the educational programs found in the 7,500 vocational-technical schools throughout the nation. Such schools are ready, willing, and able to join wholeheartedly in the mammoth task of preventing youth unemployment, and they have served the nation effectively in other national emergencies.

Institutionalized Transitional Educational Services

The vocational education services available throughout the nation were expanded prior to and during World War II to meet the challenges of that national emergency. More than 8.5 million persons were provided with the skills, knowledges, and attitudes to aid the nation in its defense. These comprehensive services were provided by the thousands of vocational-technical schools, around the clock, seven days a week.

The present emergency--youth unemployment--bears a striking relationship to the challenge of our war years. President Carter has judged our present total emergency to be the moral equivalent of war. Why not involve the system which was found to be dependable in an emergency and utilize fully its capabilities?

The proposed youth amendment, HR 4465 now under consideration, commendable though it is, does not provide adequately for the nation-wide coordinated educational component necessary for the ultimate success of the youth initiative. The educational component, which is imperative for the success of the youth initiative, can be achieved by adding a youth title to P.L.94-482 the Vocational Education Amendments of 1976, and by authorizing substantial funding to carry out its provisions.

The union of CETA and the vocational education services is crying out for attention. Across the nation a number of examples of such joint effort have been noted. One of these examples is the work of Los Angeles County, and adjacent counties, in their attempts to provide better educational services for disadvantaged youth and to depressed communities.

Through the collaborative efforts of Los Angeles County educational personnel, and those in adjacent counties, Prime Sponsors, CETA, and vocational educational officials, administrators, and instructors of programs for disadvantaged (unemployed) persons, agency representatives, and other interested citizens have conducted within the past year two organized meetings designed to improve cooperation. A third such conference is planned for November 1979. These conferences have been very successful and are producing results. What is needed is a national mechanism to regulate joint efforts in solving the problems of youth unemployment.

This mechanism can be developed by simultaneously amending the youth portion of the CETA legislation, and by adding a youth title to P.L. 94-482--The Vocational Education Amendments of 1976.

The time for action on this point is at hand. It is imperative that such legislation provide for the construction of vocational-technical educational centers in depressed communities or in depressed areas of large communities. The problem is acute. In the Watts area alone, despite a variety of interventions, approximately 60 percent of the black youth are unemployed--primarily unemployed because they have not been prepared for work. Many such youth need not only skill training but also an associated educational development plan because they are largely dropouts from the educational system.

Perhaps the only way to approach the problem of youth unemployment is to provide a union of a jobs program with an educational development program. This is not an idea conceived in theory alone, it has been demonstrated time and again in experimental projects and in practice.

Provision for Specialized Services

A youth amendment to P.L. 94-482 must provide for targeted funds to deliver transitional vocational education and related services to disadvantaged youth. Because this is a highly specialized program, substantial funds must be provided to support essential services.

The kinds of services needed are many and varied depending upon the specific need of the youth involved and including but not limited to, the following examples.

An effort must be expended to develop an outreach and recruitment program in order to return youth to an educational setting. This educational setting must be different from the one that the youth have dropped out of and must provide an opportunity for youth to obtain skills, knowledges, and attitudes which are directly related to the experience (work) setting. In some cases the outreach concept must provide an opportunity to retain students in school.

Particular attention must be devoted to assessment of a person's present skills and educational achievements. This is included in the individual vocational and educational plan referred to previously. Associated with this assessment are related services such as career guidance, credit for on-the-job learning, and probably stipends for some youth who must have funding to keep them in the program. School supplies and transportation will be required because some poor youth cannot provide essential materials or have the means of reaching learning centers.

A corps of special instructors must be selected, all of whom will need some upgrading and updating training in order to keep them thoroughly in tune with the purposes and goals of the youth title in P.L.94-482 for disadvnataged youth. Associated with this group will be coordinators and supervisors whose responsibilities are directly related to the youth's school and work activities. The point here is that this group of youth must have specialized attention to enable them to overcome social and educational handicaps and to improve their self-image. Instruction and related services should be provided on a 12-month basis in order to maximize the learning time available and to provide the option of open-entry and open-exit in the program. Experimental evidence has demonstrated that successful programs for disadvantaged youth have utilized effectively counselors and support personnel.

The youth title should authorize grants to State Boards for Vocational Education to provide technical, administrative, and leadership services to Prime Sponsors, local educational agencies, postsecondary institutions, and community organizations to assist them in planning and carrying out effective programs for disadvantaged and unemployed youth.

A high degree of flexibility must be provided in the youth title in order to provide progrms or services not identified above. For example, special vocational services for pregnant teenagers are needed. These young girls are often unable to return to school after giving birth and do not obtain the required skills for employment. Provision is needed in the youth initiative to provide day-care services in order that teenage mothers may attend school and be trained for employment.

Another example which might require flexibility is the opportunity to develop youth enterprises (entrepreneurship) in depressed communities. In short the youth title should not prevent the development of activities which will return unemployed youth to full-time employment in the public or private sectors. The total intention of the youth title is to prevent further unemployment of the youth involved in the program by providing them with a comprehensive educational development program.

Coordination of Planning and Services

One of the major improvements in the present system is the imperative necessity to coordinate planning and the utilization of services of the many statewide agencies that have interests in educational and employment development of unemployed youth. The tragedy of the present situation is that either the activities of such groups are not utilized, or utilized ineffectively. In extreme cases some agencies are ignored entirely.

The principle at issue here is the generally accepted assumption that youth unemployment is of national concern, a state function, and a local responsibility. But when stage agencies do not provide continuous and coordinated linkages it results in chaos at the local level. State educational agencies, employment services, welfare services, and similar groups must develop a collaborative posture toward the total problem of training, education, and employment of disadvantaged youth.

Gaps and duplication concerning essential services at the state level have in effect resulted in a "student shuffle" at the local level because no one appears to have a total overview of the entire process. Probably an institutional base for these overview activities should be planned with a cooperative vocational education coordinator responsible for seeing that all needed serices are utilized.

Construction of Special Vocational-Technical Educational Centers

Legislative provisions should be made to construct vocational-technical educational centers in depressed communities where such facilities are not available. Such educational centers should provide skill training and an individualized educational plan for disadvantaged youth 14-24. The concept of "disadvantaged" should not be limited to financial disadvantagement, but should include also the essential element of "educational" disadvantagement. A portion (perhaps 20-25 percent) of the construction and equipment costs of such facilities could be borne by state and local educational agencies. Obviously such centers should embody the "outreach" concept in order to serve adequately the area of its concern. Potential students are there--they need to be sought out and invited to attend.

In many respect these special vocational-technical educational centers could be considered extensions of the already established vocational-technical schools. This would provide a continuity of administration and associated services and would not result in uncoordinated islands of educational endeavor. In many instances residential educational programs are needed. Data systems for such centers should utilize existing state and local vocational education systems which are coordinated with the federal systems--Vocational Education Data System (VEDS)--in order to show total impact upon the well-being of targeted groups of youth.

Legislation should provide that each of the special vocational-technical educational centers, designed for unemployed disadvantaged youth, should consist of a construction and implementation project submitted to the Secretary of Labor by the Governor, the State Board for Vocational Education, and the local educational agency concerned.

This would prevent duplication of facilities and would regularize programs of vocational-technical education to impact upon the national program of youth unemployment.

Building the Capacity of Local Educational Systems

One of the frequently overlooked results of the union of CETA and Vocational-Technical Education is the opportunity to improve the capacity of local educational systems to deal with acute problems of youth unemployment. The schools have traditionally provided educational programs and services for youth 14-24 who are in school. Included in this group are many youth who fit the target category but because of their own initiative, and some special financial considerations, have been mainstreamed in the program of vocational-technical education. Vocational-Technical programs conducted by local educational systems have traditionally developed excellent rapport with business, industry, and community groups. Advisory committees, representative of these groups, have kept vocational-technical programs up to date with the business and industry employment needs.

Providing an opportunity for local educational systems to participate in the program can improve materially the capacity of such systems to eventually include the out-of-school youth as an integral part of their total responsibilities. Special advisory groups with deep concern for the vocational-technical educational development of unemployed youth will impact on boards of education. After all, Boards of Education are responsible to the citizens of the community for the educational program of that community and can be operationally sensitive to the needs of out-of-school youth.

Summary

This paper supports the following concepts representing needed improvements in the employment training system necessary to reduce youth unemployment.

- Provide for the educational development of unemployed youth.
- Strengthen the productive capacity of individuals by preventing youth unemployment.
- Provide for institutional transitional educational services.
- Provide a youth amendment to P.L. 94-482, and adjust the provisions of H.R. 4465 to provide for cooperative arrangements.
- Provide targeted funds in P.L. 94-482 for specialized services for unemployed youth.
- Provide for a high degree of flexibility in a youth title for P.L.94-482 to meet unexpected needs.
- Provide for the construction of special vocational-technical educational centers.
- Provide, and build, the capacity of local educational systems to deal with the problem of out-of-school youth.

Statement by

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Committee for Economic Development

submitted to the

House Subcommittee on Elementary, Secondary and
Vocational Education and the
Subcommittee on Employment Opportunities

October 1, 1979

STRATEGIES FOR DEALING WITH YOUTH UNEMPLOYMENT[1/]

by

Frank W. Schiff
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Youth training and employment policies for the next decade must be directed at two major goals. One is to equip our young people generally with the education, skills and adaptability that will produce a highly productive labor force in the 1980s and that will avoid the emergence of inflationary skill bottlenecks. The other is to eliminate the chronic unemployment and inability to cope with the world of work that now affects such a disturbingly high percentage of our youth. These goals must be pursued simultaneously; to neglect one at the expense of the other would be self-defeating.

In commenting on how such goals can best be achieved, I will draw particularly on CED's 1978 policy statement, "Jobs for the Hard-to-Employ: New Directions for a Public-Private Partnership," for which I served as project director. That statement held that much of what needs to be done does not have to involve brand new approaches but can build on successful cases of public-private partnerships that already exist, though often only on a relatively small scale. It also held, however, that greatly enlarged reliance on these approaches will require much wider dissemination of information about successful programs, stronger institutional mechanisms

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[1/] This statement is based on testimony previously submitted to the Senate Committee on Labor and Human Resources. The views expressed are those of the author and do not necessarily reflect those of the Committee for Economic Development.

to mobilize concerted support by business and other elements of the private sector; greater use of intermediary organizations; and improved financial incentives.

We have been very pleased to see that since publication of the CED statement, business support for a strengthened public-private partnership in the training and employment areas has markedly increased. Moreover, the new Private Sector Initiative Program under Title VII of CETA and the Targeted Employment Tax Credit offer a major opportunity for implementing the kind of approach we advocated.

I believe that much of the solution to dealing with the youth employment problem in the 1980s similarly lies in making much wider and improved use of approaches with which we already have considerable experience. In particular, action is needed along the following lines:

First, in most school systems, there is need for greatly expanded efforts to make exposure to the world of work an integral part of school experience -- by relating vocational and career education more realistically to the requirements of the job market, by giving students greater exposure to actual work experience through workshops and cooperative education programs, and by greatly improved career counselling and occupational information. Such programs will not only be of major aid in the transition of students to regular private employment but can in many cases also be a key factor in preventing them from dropping out of school.

Making such programs effective, however, calls for much greater cooperation between schools, business, labor unions and other community elements than has typically been the case to date. Business must be willing to help schools in modernizing curricula for skill training, in furnishing needed tools for classroom use, in giving special training to vocational education teachers, in providing its own employees as volunteer instructors, and in giving students opportunities for part-time work experience. Schools, for their part, must be willing to accept such help, to create flexible classroom schedules that will allow youths to take advantage of work opportunities, to upgrade the quality of vocational training centers, and so on.

A particular need exists for devoting greater effort and resources (including, where appropriate, larger federal resources) to the development of programs targeted at disadvantaged students who encounter special difficulties in school, lack motivation for overcoming these problems, and seem destined to become dropouts. A promising approach for dealing with such youngsters is to place them for at least half of each school day in workshops that train them in specific skills and to make remedial education in basic academic subjects directly relevant to the tasks performed in the workshop. Here, too, a cooperative effort by the private sector and the school system can be especially fruitful. This has, for example, been demonstrated by the successful "academy" or "school-within-a-school" program in Philadelphia high schools under which disadvantaged inner-city youths who cannot meet entry requirements for regular vocational schools are able to participate in special three-year programs that can lead to careers in the electrical and electronics fields, in automotive repair, and in business administration.

In many communities, elements of these various approaches already exist. What is usually still needed, however, is to enlarge the scope of these efforts significantly and to bring them into a coordinated system -- a mechanism for assuring continuing commitment that all the parties concerned will actually work together and that the needs of the youth involved will actually be met. Future governmental policies should place especially strong emphasis on supporting effective mechanisms for such collaboration.

Second, there is need for much closer and more effective cooperation between schools, business, labor, and governmental agencies in identifying job opportunities and skill needs and in matching youths with appropriate jobs or training programs. The new Private Industry Councils should be particularly helpful in initiating and coordinating such efforts. Where the surveys point to gaps in the availability of needed skill training programs, steps should be taken to initiate apprenticeship and similar programs that can fill these gaps. At the same time, there is need to render the Employment Service more effective in its job placement functions by relieving it of numerous extraneous duties, requiring close cooperation with CETA and strengthening its services to employers.

Third, to deal with the critical problems of out-of-school youths with severe disadvantages in the labor market, ways must be found through which the types of specialized services that already work effectively for some of these youths under some programs can be extended to all those in need and allow them to move into useful and continuing employment.

The problems faced by these youths are by no means all identical. Most serious, clearly, are the problems of the many disadvantaged youths who have dropped out of school, have no motivation to work and lack the most elementary capacities to cope with the world of work. Others have the capacity to operate in a work environment but lack the skills and other requirements for securing decent jobs. Still others may be barred from jobs by discrimination or transportation difficulties.

Remedial programs must be carefully tailored to the particular needs of the youths involved. It seems to me, however, that the most successful of these programs have tended to have a number of common features. They typically concern themselves with particular individuals on a continuing basis, making sure that he or she does not simply get lost in a maze of uncoordinated programs and bureaucracies. They ask for certain standards of performance by their clients and, in return, hold out the prospect -- or in some cases, even a guarantee -- of a job at the end of the process. And they provide for follow-up counselling on the job and hold out the possibility of a second or third chance for those who do not make it in the world of work on the first try.

To provide just a few examples:

- The very successful Entry Level Training Department of the Chrysler Institute provides for an initial assessment of the problems and potentials of its disadvantaged clients; furnishes motivational instruction; and offers training in basic and more specialized skills, job counselling and placement, and follow-up activities after the individual is placed on the job

- The Opportunities Industrialization Centers (OICs) put particularly heavy stress on initial motivational training and offer guarantees by employers of specific jobs for those who fulfill the training requirements

- The recently formed Private Industry Council in New York City has worked intensively with private firms in developing federally-subsidized skill improvement classroom programs to train disadvantaged youths and other hard-to-employ persons for such jobs as airline reservation clerks, automobile and airline mechanics, bank clerks, computer programmers, and medical technicians and has obtained specific commitments from private employers that successful graduates of these programs will be placed in suitable jobs

- The Vocational Foundation in New York and Jobs-for-Youth in Boston, New York and Chicago -- two non-profit organizations that help to place some of the hardest-to-employ youngsters in non-subsidized employment -- provide special counselling and other services for its clients both before and after they are placed on a job

- The experimental Manpower Demonstration Research Corporation automatically insures continuing concern with the individual problems of its severely disadvantaged clients by making them "employees" of the corporation and moving them into training and employment situations only under condition of graduated stress related to each person's capabilities

These and similar programs are still subject to various kinds of evaluation. But enough information about their effectiveness already exists to suggest that decisions should soon be made about the kind of programs that should be significantly enlarged and about the common features of such programs that could be much more widely applied.

Fourth, a hard look is needed to determine whether eligibility requirements for programs targeted at disadvantaged youths may not in fact exclude an important number of youths who face severe handicaps in entering the regular labor market. A widespread current complaint among businessmen and program operators is that this is precisely what is happening in connection with on-the-job training and other skill training programs under the new CETA Private Sector Initiative Program. Thus, an unemployed 19-year old inner-city youth in a family of four in Chicago does not qualify for on-the-job training if his total family income exceeds $8,289., i.e. the maximum amount that a family can receive in that city to count as "economically disadvantaged" and be eligible for CETA programs. Yet this 19-year old may have no marketable skills and face a strong prospect of chronic unemployment unless he is given some chance to acquire such skills. Moreover, if one of the other members of the family had slightly lower earnings or if he lived by himself, he might be eligible for such CETA programs.

I have not yet had an opportunity to explore these arguments in full detail but they strike me as significant enough to deserve very careful further investigation. Perhaps the problems could be remedied by allowing modifications or exceptions from the strict family income rule -- at least for a specified percentage of youths participating in particular programs -- if it can be certified that their lack of skills and other factors place them at a serious disadvantage in the labor market. It would also be highly desirable to develop better statistical measures of the relation between a person's employment status and his or her individual as well as family income, as has recently been recommended by the National Commission on Employment and Unemployment Statistics.

Fifth, there will be a continuing need to build institutional mechanisms that will facilitate strong and sustained involvement of the business leadership in efforts to deal with youth employment. I hope that the new Private Industry Councils will play a major role in this area and that they will have strong support by the Congress. To be effective, however, such Councils must be given real responsibility by prime sponsors for carrying out meaningful tasks; otherwise, business people will simply not be interested in active participation.

Sixth, there should be continuing experimentation with providing incentives and removing disincentives for youth employment, both as these relate to employers and to job seekers. By no means all the needed incentives are financial. Willingness of employers to participate in government-sponsored training programs may often depend less on specific financial incentives than on assurance that Private Industry Councils or other intermediary organizations will minimize the red tape under government contracts and deal with special counselling needs of the trainees. However, for small firms, in particular, financial assistance can be of key importance, and more may have to be done to tailor the amount of such assistance to the true costs of training or employing disadvantaged youth in particular circumstances. For youths, the most powerful incentive clearly is the guarantee of a job. I personally believe that wider experimentation with such guarantees (particularly where they can be obtained from private employers) is clearly desirable, provided they are given as a quid pro quo for stated performance of the youths in a training program.

Finally, there is need to make better advance preparation for the impact of recessions or economic slowdowns on young people who have already secured useful jobs. Even mild recessions can have serious effects on the employment of such youths: having been among the last to be hired, they are also likely to be among the first to be fired. This is not merely an issue for the next decade, but could also be of more immediate concern if the economy should, as is widely predicted, experience a significant slowdown over the coming year.

One possible solution to this problem is to encourage wider use of work sharing as an alternative to outright layoffs. This could be done by changing unemployment insurance provisions to permit payment of insurance for single days when firms go on a four day week. I believe that wider use of such a provision deserves very careful consideration. It has already been adopted by California, could be facilitated by a change in federal standards and would not have to entail an added drain on the budget. Another possibility would be to provide enlarged government subsidies for firms which provide skill upgrading programs and other training opportunities as alternatives to layoffs in recessions. The net cost to the government of supporting such training and education programs in recessions would be relatively low because beneficiaries of these programs would receive unemployment insurance or some other type of government support in any event.

To conclude: a successful attack on the youth unemployment problem calls for a variety of approaches tailored to the special needs of the different segments of the youth population as well as to the changing requirements of employers. The challenge for national policy lies not only in stimulating further development of successful approaches of this kind but in making sure that the overall effort involved will be of a character and magnitude that has a really significant impact in reducing total youth unemployment. Concentration on the development of successful model programs, while essential, will not be enough by itself. This is why I believe that we need a coordinated overall strategy which places major emphasis on institutional arrangements and incentives that will mobilize the combined resources and talents of the private sector, of educational institutions, and of the government to secure adequate training and employment opportunities for the nation's youth.

Miscellaneous

Youth Employment: Its Implications for Federal Policy

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and

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Youth Employment: Its Implications for Federal Policy

The inability to employ our Nation's youth has evolved in recent years into one of our most tenacious and troublesome social problems. Never before have the youth unemployment rates been so high nor distributed so unevenly. Almost one in five youngsters are unable to find work, and every indication is that the numbers are increasing. The problem's continuation remains a serious blight on the egalitarian pretentions of our society. It is with renewed hope and excitement, then, that we are now witnessing the shift of this crucial issue to the front-burners of our federal policy-making apparatus. Our ultimate goal should be articulated formally as nothing less than full-employment for those youth who want and need to work.

Dimensions and Costs of the Problem:

From a statistical standpoint we know enough to sketch the general parameters of the problem and the barriers to its solution. In general, the problem is most pronounced in the urban areas-according to the Labor Department-where social problems of all kinds are intensified from sheer density. But population density is coincidental in the sense that other more serious factors involving race, income, gender and schooling come closer to accounting for higher rates of youth unemployment than geographical location.

Although youth unemployment rates have always run higher than adult's, the disparities in who finds work and who does not have never been so great. Black youth, for instance, were unemployed at a rate 4.1 times that of the total populace in 1960 but 5.0 times that in 1974. Of these youths, 52% come from families below the official poverty line. Put slightly differently, poverty in black families was 90% higher when their youth were unemployed than when they were not. Although the data are not firm, many experts now feel the situation may be more serious even for females. Adding to the demographic variables affecting the problem is that involving the schools. The chances of a school dropout being unemployed is about 1 in 4, a probability that jumps to 1 in 3 amongst non-whites. The sum of these and other factors means that a young black person living in the poverty section of a central city has three times the chances of being unemployed as his white cohort in the suburbs.

The human dimensions of the problem, although defying precise quantification, dwarf the statistical. The unique and drastic effects of the youth portion of the overall unemployment problem are generally recognized as fivefold: one, the lack of gainful employment early in life denies not only the chances of useful work in the future but work at all; two, good work habits and healthy attitudes towards both work and oneself are rarely formed after long periods of initial unemployment; three, the absence of work for young people often denies poverty-level families an extra avenue for economic support and independence; four, the lack of employment often denies the individual savings for future schooling and for participation in the marketplace; and five, the appearance of jobs for some but not for others contributes to the general sense of social bitterness, divisiveness and malaise.

The problem also transcends individual concerns, important as they are, and cripples efforts by the country to address issues on the broader national economic agenda. Inflation, for instance, continues to be one of our more serious national headaches not only for policy-makers but for the poor who suffer most from its effects. Recently we have come to realize not only that inflation is fueled by a slowdown in individual productivity, but that a ceiling on average individual efficiency may be approaching because a permanent underclass of untrained unemployed workers is unable, or more accurately, unallowed to contribute to the National good.

Role of the Schools:

Like other institutional threads in the National fiber, the schools are suffering from a general lack of confidence from the American people. Few institutions, however, are as well-equipped to address the problem of youth unemployment as the schools, for few have the same access to youth, business, community, parental and manpower groups. The most significant leverage the schools have on this important problem involves their intervention in the lives of youth throughout their development. The most solid and defensible conclusion that can be drawn from the many long years of research on how people become employed is that the process is developmental and draws extensively on the counseling, information services and basic skills education that schools provide. The central role of the schools in solving the unemployment situation involves nothing less important than assuring young people the skills to take to the job market.

The schools play another role in the solution of this problem that is often overlooked at the federal level: they directly influence the creation of jobs, especially in the urban setting. Not only do the urban schools provide large numbers of jobs but their quality influences local business decisions about where to locate. Business leaders in the cities are concerned both with where they will educate their own children and where they will draw a pool of competent workers. Decisions over where to house industry within a community are, of course, affected by other factors such as tax rates and access to transportation, but the presence of high quality schools acts as an often unspoken determinant. Schools are responsible, then, for supplying a steady stream of literate citizens who are willing and ready to take on the world of work and for encouraging those who supply jobs to locate within reach and to offer employment to their graduates.

The urban schools of this nation have been asked to address a wide range of social problems from desegregation to education of the handicapped, point with pride to the progress they have made, and applaud the added responsibilities for youth employment. This is not to deny that schools, especially urban ones, are having trouble, for they reflect conditions-good and bad-in our cities. But their role in addressing the problem is significant and any national policy aimed at youth employment should keep this fact squarely in mind. The use of the schools as the lynchpin in a National youth employment policy makes considerable good sense.

Youth Employment Policy:

We believe that two broad policy options should be considered: one involves orienting the National youth employment strategies toward the cities and their schools and the second involves our current budgeting philosophy. The evidence showing how prevalentunemployment is in the cities is simply too persuasive to ignore. It is in the cities where the issue becomes most stubborn and where it has defied solution for so long. Not only do the cities have the greatest leverage on the issue from sheer proximity to it but have the best vantage point to broker potential resources. This is especially true of the schools in those urban areas, who have extensive experience in coordinating a wide range of services for youth and who play such a key role in the employment issue.

The second point involves how the federal government committs its fiscal resources to the problem. The traditional response to unemployment has been to curtail federal jobs spending when the inflation rate hits some unacceptable level and to increase spending during periods of economic slow-growth. This cyclical and fluctuating response makes some sense with the problem of adult unemployment but little with that of youth joblessness, which tends to be more independent of overall economic conditions. Current economic policy, dictating that the budget deficit be reduced by lowering federal expenditures as a percentage of GNP, is running on a collision course with our desire to provide more jobs for youth. The willingness to balance the budget and reduce inflation by cutting the expenditure side of the budget ledger-especially in social programs having little to do with rising inflation - instead of boosting GNP or total revenues by capitalizing on our massive store of untapped human potential will ultimately result in youth employment gains that are purely gratuitous.

A final point: The youth employment problem is so interwined with other aspects of our social structure that one programmatic avenue alone will be insufficient to meet the complexity of the issue. We would, therefore, recommend that the following areas be considered as part of a comprehensive National youth employment policy:

1. Education. Although the federal government has slim leverage over the quality of local education, it does have a number of programs already on the books which have established themselves as highly effective at the local level, i.e. Title I (ESEA) and the urban compensatory concentration grants. Despite their efficacy, these programs are sponsored at a level insufficient to provide services to secondary grade level youth. It is exactly the disadvantaged of this age group who need extra remedial assistance important to performing the most basic occupational and social functions. Because of the fundamental importance of the mastery of basic skills on performing most jobs, it makes considerable sense to expand these

successful federal programs to cover poor kids about to face difficult job decisions.

2. Job Creation. The creation of long-term permanent jobs, especially in the private sector, remains one of the central elements to a successful youth employment strategy. In full awareness of the political factors mitigating against a full-scale expansion of CETA youth programs into the private sector, we submit that a limited development of private sector resources for those programs in in fact feasible, and would immeasurably benefit the program. In the few instances where such private sector components have been implemented, outcomes are remarkable. Employers are sensitized to the needs and capabilities of students whom they otherwise might never have considered hiring. Union representatives, often suspicious of federal youth program participants, end by "adopting" them, and in many instances sponsoring them through apprenticeship programs after graduation. And most importantly, students placed in the private sector are hired at a rate several times higher than their YETP peers in the public sector.

Despite the hope attached to such efforts, current federal regulatory policies prohibit their ever reaching fruition. Not only are local program designers discouraged from relying a private sector resources, but the disproportionate staff time and contractural agreements needed to place youth in private industry is often not worth the effort. We would strongly recommend that policy regarding private sector involvement be reviewed and streamlined to provide program operators options they can efficiently administer and administer without fear of reprisal.

3. Program Coordination. Current requirements under the major CETA Youth programs call for local system, community agency and manpower coordination in local employment initiatives; and the need for such coordination is real. But the opportunities for local coordination often read better than they really are. Many of the requirements are so broadly or contradictorily worded that a variety of uninformative responses can meet the stipulation. In addition, these agencies have historically worked separately with incomparable layers of management, planning cycles and fiscal contraints.

These bureacratic facts of life argue against an overly ambitious federal attempt to spur local coordination. The most utilitarian assumption at this point is that Washington can facilitate and encourage the work of local school and manpower planners who truly want to make the most of their resources, and can do virtually nothing to impose good local cross-agency coordination on planners who do not already have the motivation.

Despite this, the federal government can do much to assure the programs they are asking to be coordinated do not contain contradictory requirements. The best example of this is the differences in funding and administrative requirements and deadlines under YETP and vocational education. In addition, the ambiguity attached to the varying degrees of authority of the LEA's and Prime Sponsors for program planning and the competitive spirit in which the LEA's and CBO's must hold each other actually inhibit genuine coordination over the simplest of matters. We strongly urge that federal regulatory policy be reviewed to assure consistency in demands.

4. Program Targeting. At this point, reasonably good demographic data have isolated geographic areas and population segments most affected by youth unemployment. Although the problem is widespread, we know that it is more severe in the poverty districts of urban centers, amongst blacks, females, school dropouts and poor persons. Unfortunately, the programs we have to address these areas and groups target funding only indirectly or not at all. The CETA youth efforts must distribute their funding using cyclical adult unemployment rates, although youth joblessness tends to be stable and only moderately related. Education programs, on the other hand, that are aimed at improving or building job skills have no targeting provisions.

In a period when added attention is being given to the extent of federal spending, new priority should be attached to efforts focusing national programs directly on needed areas. Programs like vocational education and YETP - efforts already on the books-could be supplemented or altered only slightly to assure program resources at the neediest sites. An even dispersal of funding, although benefiting large numbers will have little impact where it is needed most.

5. Employment Barriers. The demographics of youth unemployment show, if nothing else, that joblessness is spread quite unevenly across the populace. Most distressing is that the uneveness appears to be a permanent fixture in our cities and elsewhere. Despite the gains made in the last twenty years blacks, women and the handicapped continue to suffer from the lack of employment and from low-paying work in often stereotypic positions. The federal response to this situation has traditionally

involved the use of the courts and civil rights litigation. While the strides made through this strategy have been impressive, little reliance has been made on basic incentives. The failure of incentives in the past can probably be attributed more to the fact that they were not attractive enough or were too cumbersomely applied than to their impotence.

In addition, new thought needs to be given to expanding occupationally-oriented programs to younger youth. Significant attention has been directed toward the drop-out and the drop-out prone in the 16-21 year old age group. In developmental terms, the 14-15 year old and his older dropout counterpart are one and the same. Most urban school systems identify the transition from ninth to tenth grade as the critical juncture for early school leavers. Clearly, more attention needs to be given to identifying potential drop-outs at an earlier age and to providing them counseling and work experience while renewal is still possible.

6. Participant Training. On top of the need for basic academic competencies, training is one of the most fundamentally key aspects to any workable solution to the youth unemployment problem. At present, however, training programs for youth are both ill-targeted and uncoordinated. The one massive training effort under operation is the vocational education program; yet its services are directed more toward youth who do not fall within a structurally-unemployed category. The YETP program under CETA, on the other hand, tends to reach populations traditionally underserved by an employer-based, performance oriented vocational education delivery system, but the program is disproportionately small. In addition to

pulling on other youth oriented training programs already in existence, it is essential that each pulls from the other's experience and coordinate its efforts for more comprehensive training service.

* * * * *

In sum, full recognition must be given to the place that youth employment holds for the well-being of the society. It remains a rational conclusion to state that the opportunities for youth today have a significant bearing on the country in the future. A Nation supporting the letter of equality and opportunity for all cannot afford to compromise the spirit of the philosophy on which the letter is based. A Nation as well-endowed as ours has no good reason to deny youth the opportunity to work, especially to the extent and pattern that now exists. Without a greater committment to the solution of this problem, youth joblessness will continue to be more of an indicator of social valetudinarianism than a statistical blip in the demography of the young.

Oak Ridge
Associated
Universities

Post Office Box 117
Oak Ridge, Tennessee 37830

Manpower Education,
Research and Training
Division

October 1, 1979

RECEIVED
[illegible]

The Honorable Augustus F. Hawkins
Chairman, Employment Opportunities

The Honorable Carl D. Perkins
Chairman, Elementary, Secondary,
and Vocational Education

Congress of the United States
House of Representatives
B-346C Rayburn House Office Building
Washington, D.C. 20515

Dear Messers Hawkins and Perkins:

This is in response to your letter dated July 26, 1979. We appreciate the opportunity to provide information to the Congress regarding alternative solutions to youth unemployment problems.

In June, Oak Ridge Associated Universities, which along with Union Carbide Corporation-Nuclear Division operates the Training and Technology project, appeared before the House Subcommittee on Employment Opportunities to describe our approach. We also submitted a prepared testimony, copies of which are enclosed.

The prepared testimony addresses the youth unemployment problem in the context of skill training, particularly skill training that is based in industry. The approach that ORAU has adopted and refined is one which we believe can provide youth with an effective transition from unemployment to employment. We ask that the Congress seriously consider this approach as one component in the overall plan for helping to alleviate the problems of youth unemployment.

Thank you again for the opportunity to respond.

Sincerely,

Jack Fritts

Jack Fritts
Program Manager,
Training and Technology

deMik/JF:ds
Enclosures

ONE APPROACH TO INDUSTRIAL-BASED TRAINING PROGRAMS

Testimony Presented to the
House Subcommittee on
Employment Opportunities

William R. Boyle, Ph.D., P.E.
Chairman
Manpower Education, Research and Training Division
Oak Ridge Associated Universities
Oak Ridge, Tennessee 37830

June 1979

This report is based on work performed under contract number DE-AC05-76OR00033 between the Department of Energy and Oak Ridge Associated Universities.

PART ONE
TRAINING AND TECHNOLOGY PROGRAM

Highlights

- Training and Technology is an industrial-based skill training program operated jointly by Oak Ridge Associated Universities and Union Carbide Corporation—Nuclear Division.

- TAT is not only a training center, it is an approach to training combining the resources of industry, government, and an intermediary into flexible operating arrangements to achieve the ultimate objective of training—matching trainees' abilities and acquired skills with job requirements.

- Over 95 percent of TAT's more than 4000 mostly disadvantaged graduates have been placed in well paying jobs (averaging more than $5.00 per hour for 1977-78).

- Skill instruction is taught by UCC–ND craftsmen; approximately 75 percent of trainees' time is spent in shop and laboratory experience, the remainder is spent in trade-related instruction and industrial behavior seminars.

- Careful selection of enrollees, supportive services to trainees, and TAT's placement record contribute to its retention rate of 81 percent for its 13-year history.

- The goal of trainee employability is accomplished by training to industry standards in an industrial setting for jobs in demand.

- Training lasts six months (40 hours per week, 8 hours per day). Currently 290 individuals are in training.

- One example of TAT's diverse clientele (which includes migrant and seasonal farmworkers and prison honor inmates) is the high school program for noncollege-bound youth whose retention, placement, and wage rates are comparable to the entire TAT group.

TRAINING AND TECHNOLOGY: AN APPROACH TO INDUSTRIAL-BASED TRAINING

INTRODUCTION

Training and Technology (TAT), an industrial-based skill training program, was a direct outgrowth of a 1965 study of southern manpower resources conducted for the Department of Labor by Oak Ridge Associated Universities (ORAU). The study, reported in the publication Resources for Southern Manpower Development (1965), recognized the problem of unemployment and underemployment in the face of a national shortage of skilled workers. It also pointed to the existence of available training capacity in industry that might be applied, in combination with the resources of the universities and public and private manpower agencies, toward a solution of the problem.

The study made several recommendations, one of which was to establish a training program that would use the training capability of an industry to train beyond the needs of the particular industry. The feasibility of establishing such a training project involving Union Carbide Corporation--Nuclear Division (UCC--ND) facilities and personnel in Oak Ridge was discussed with UCC--ND and the Atomic Energy Commission (AEC). They agreed to enter into an experimental project with ORAU. The basic concept of this program was to join existing resources of industry, education, and government to create a new capacity for training unemployed and underutilized persons in job skills that are in strong demand in modern, technology-based industry.

Early funding for the program was made by the Department of Labor and the Department of Health, Education and Welfare under the Manpower Development and Training Act (MDTA). In 1968, following successful completion of its initial two-year demonstration phase, TAT began the transition from a largely experimental effort to one combining experimentation, demonstration, and assessment activities in industrial manpower development with regular training operations. At the same time, funding shifted from that provided solely by the Department of Labor and the Department of Health, Education and Welfare to a diversified pattern of participation that included substantial financial support from other federal as well as state and local agencies. Financial support for TAT now comes in large part from Comprehensive Employment and Training Act (CETA) funds through state and local governments, although some CETA money also comes from national programs. Funding for TAT is also available through vocational rehabilitation programs, high schools, individuals, and employers.

The target group for TAT was persons who were "disadvantaged" (as defined by the Department of Labor), unemployed, or underemployed. In 1972, the focus was expanded to include substantial numbers of returning Vietnam war veterans, who received full GI educational benefits while enrolled in the program, and residents of federally designated "redevelopment" counties. Presently, participation in training remains diversified with the principal group being those who are economically disadvantaged, underemployed, or unemployed as defined by CETA regulations. TAT is in its 13th year of successful training, having graduated its 4000th trainee on May 21, 1979.

TRAINING AND TECHNOLOGY PROJECT

Organization

The organization of TAT exemplifies a viable industry, education, and government partnership. ORAU is responsible for overall coordination of TAT. ORAU provides trade-related instruction in mathematics and science, supportive services to trainees, job development and placement, and program development. It also manages the details of contracting, financing, and reporting.

Union Carbide Corporation--Nuclear Division operates the Department of Energy's Oak Ridge nuclear production and research complex, consisting of three major facilities, including the Y-12 Plant where training occurs. Union Carbide supervisors and skilled craftsmen provide classroom, shop, and laboratory instruction in the five areas of TAT occupational training--drafting, machining, mechanical operations, physical testing, and welding.

The government's role in TAT is to ensure that the project carries out public policy relevant to training, recruiting, and hiring. These policies have been expressed in the Manpower Development and Training Act of 1964, in equal employment opportunity legislation, executive orders, and in the Comprehensive Employment and Training Act amendments of 1978. Government agencies, whose participation in programs such as TAT is authorized and defined by this legislation, provide services such as trainee recruitment, certification, placement, and financial support.

Program Operations

Recruitment and Selection

Under MDTA funding, TAT staff members, with the cooperation of Employment Services Offices, recruited trainees. Since the advent of CETA in 1973, prime sponsors contracting with TAT for training have had primary responsibility for recruiting. A high school diploma or General Educational Development (GED) program is not a requirement, but trainees must be 18 years old by the time they complete the TAT course (physical testing trainees must be 18 years old when they enter the program).

Through a combination of testing, tours of the training facility, and interviews, ORAU and UCC--ND identify those applicants who appear to have the necessary functional abilities in mathematics and reading (6th grade minimum) and sufficient motivational interest in training to succeed at TAT. Sponsors (CETA prime sponsors and others) then select the trainees they wish to send for training.

Involving the UCC--ND training supervisors in the screening and selection process is invaluable. A personal interview between the potential trainer and trainee can reinforce a commitment between the two, or it can influence the trainee to alter his or her choice. The supervisors are more motivated toward training people about whom they have some personal knowledge and understanding and whom they help select. The interviewing experience of supervisors and their familiarity with the progress of the trainees they select generate a valuable source of feedback concerning the relationship of selection to performance.

Training

The Industrial Setting. TAT's industrial setting is a prime ingredient of training success. Trainees in the Training and Technology program enter the Union Carbide plant through the same gates and at the same time as plant workers; they must also display the same identification badges. Although trainees report to a separate building and their work does not contribute to company production, they are in a shop that looks like a regular industrial shop, and they use and observe up-to-date industrial machines and equipment. They are subject to the same plant rules and discipline as UCC--ND workers, including punching a time clock.

The instructors are Union Carbide journeymen who grade shop tasks primarily on an accept/reject basis in accordance with strict industrial specifications. The in-plant environment is generally regarded as having a significant impact in bolstering the retention rate of the program, in motivating the trainees, and in aiding the formation of good work habits that will prepare graduates for the real obligations of employment.

Skill Training. Skill and technical training focuses on "employability." The benefit of this orientation is that training seeks to be relevant to the demands and dynamics of the job market as experienced continuously through the placement process and through direct feedback from employers. TAT has placed graduates with more than 70 major industrial employers, both regionally and nationally. Skill training is guided by the needs and demands of employers currently significant to the placement of TAT graduates, and training areas can be dropped, added, or modified in response to these needs and demands. However, skill and technical training is defined as broadly as possible to avoid the limitations inherent in providing too narrow a preparation in any training area.

Trainees receive individual attention and proceed at their own rate until they are certified "job-ready" by their Union Carbide training supervisors. Training lasts six months (except drafting, which is nine months), five days a week, eight hours a day. Most of the training areas are on rotating shifts. Approximately 75 percent of the total time is spent in the shop or laboratory in hands-on training; 25 percent is spent in trade-related classroom instruction.

Trade-Related Instruction. Classes in mathematics, blueprint reading, and science are coordinated with shop and laboratory to supplement skill and technical training. Remedial work and individual tutoring are provided when needed. Full-time instructors are employed for these classes. Course curricula are continually altered and updated to meet the changing needs of the training areas. A professional GED teacher is on the staff to assist trainees in obtaining a high school equivalency diploma.

Industrial Behavior. TAT focuses on excellent skill training as the basis for successful employability, but it also heavily stresses the need for trainees to adapt to an industrial environment.

Much behavioral training occurs matter-of-factly in TAT, the majority of it in the shop. Supervisors have the same authority roles in TAT as in industry, although they cannot act unilaterally in major considerations affecting the trainee (e.g., termination from training). The point is repeatedly made that being a good machinist or welder is much more than simply milling a good part or ably joining pieces of metal. It is also being a dependable employee--getting to work on time, being cooperative, etc. These factors are reinforced through everyday contacts with training personnel in shop and classes. Regular attendance and punctuality, relationships with peers and supervisors, and observance of safety rules are emphasized in seminars as well as the shop. Other seminars deal with completing job applications and résumés, interviewing for jobs, and the role of unions in industry.

Trainee Services

The supportive services provided trainees by TAT are wide-ranging and individualized. They include help with locating suitable housing; transportation to the training site; and assistance with personal, medical, and financial problems. Two full-time trainee services officers monitor trainee progress and try to spot problems at an early stage. They also arrange for and conduct industrial behavior seminars and participate with training staff in dealing with infractions of rules by trainees. TAT's favorable retention rate reflects the attention to solutions of problems affecting attendance at training.

Trainee Termination

In keeping with industrial behavior standards, trainees may be terminated for poor attendance, lack of progress, or unacceptable behavior. Trainees are informed of attendance and behavior policies when they enter the program and sign a written agreement to abide by established procedures.

Job Development and Placement

Placement is an integral part of TAT. One of the key elements of the placement program is four 1-hour seminars that are convened midway in the training cycle. The seminars give the trainees practical help in obtaining jobs. They practice filling out applications, simulate job interviews, and take actual preemployment tests relating to some of the training areas.

The placement officer not only works through the public employment service but also solicits job orders directly from companies. Leads are supplied by advertisements in newspapers outside the area and by companies that have hired TAT trainees in the past. In fact, a placement network has developed over the years, as one satisfied employer has told another about this source of new workers trained in technical skills. (A sample list of TAT employers is provided at the end of Part One.)

On occasion, questionnaires have been sent to companies known to be engaged in industrial operations requiring the skills taught at TAT. Responses have provided information about machines used, processes involved, and worker capabilities required. While the response rate has not been high, telephone follow-ups on those questionnaires that are returned have often resulted in job orders. Former trainees also furnish tips on job openings suited to TAT graduates.

The process of tailoring the training to employer needs is multifaceted. Instructors are actively interested in keeping the training up to date. In addition to TAT staff members making trips to plants, recruiters from firms that hire TAT trainees are encouraged to visit the training site. A visit to TAT allows company recruiters to give TAT instructors advice on special training emphases that will groom trainees for jobs in their companies.

Through these highly individualized methods and practices, practically all graduates have been placed in technical entry-level jobs, for the most part related to the training. Some TAT graduates are given as much as a year's credit in formal apprenticeship programs.

Advisory Committee

In developing and operating TAT, Oak Ridge Associated Universities and Union Carbide kept in close contact with local and national union officials, inviting their ideas and participation. This led to the development of the TAT advisory committee, which currently consists of representatives of local trade councils, local and international unions, and state labor organizations. In addition, representatives of the local school system (including the vocational-technical system), community colleges, universities, city and county governments, prime sponsors, state and federal agencies, and other industries serve on the committee, which meets quarterly. Particular attention is given to the selection of training areas that will meet existing manpower needs.

Community Relations

Since TAT is a nonresident program, good community relations are essential to recruitment, placement, and especially to the total training environment in which the trainees find themselves. Community volunteers have served as tutors and have provided other trainee services as needed. Community groups have given attention to opportunities for trainee recreational, social, and religious expression.

Although they are temporary residents, trainees are an accepted segment of the community. The following excerpt from an editorial in a local paper, The Oak Ridger, reflects current attitudes:

> The TAT program is extremely important to Oak Ridge as it represents a major investment of . . . funds here. It is even more important as a demonstration of the city's desire and ability to be something more than a producer of materials and processes. By virtue of TAT, we lay claim also to being a "producer of people"--people better trained, more confident, better able to earn a decent livelihood.

Costs

TAT is a series of programs, each covered by a contract or agreement with a sponsoring agency or combination or organizations. Project costs are determined on an actual expense basis and are broken down to reflect trainee unit costs, costs to sponsors, and costs of participating organizations. Cost per trainee averages $2690 for six months' training. Support payments to trainees, whether allowances under CETA or other sources, are not included in this figure and are generally budgeted separately. Allowances vary according to sponsor, but generally are equivalent to the minimum wage and may include subsistence and dependent allowances.

Diversity of Trainees

In its almost 13 years of operation, TAT has trained a wide variety of people. Trainees have come from farms, small towns, urban ghettos, Indian reservations, model prison programs, and the "hard core" counties of central Appalachia. Residents from 11 states have participated. Racial representation has averaged 71 percent white, 28 percent black, and 1 percent other minorities. Overall, 90 percent of the participants have been men. However, the percentage of women has increased in recent years. All the various categories of trainees have experienced comparable rates of success, including special groups of welfare recipients, the long-term unemployed, and those with prison records.

As an example, for a number of years TAT has trained area high school students who are not headed toward college. Between 1971 and 1977, TAT enrolled 153 students from four schools. Of the 113 graduates available for placement, 109 were placed in jobs paying about the same as the average hourly rate for all graduates. (Seven of those unavailable for placement enrolled in a technical school or college after high school graduation.)

The 96-percent placement rate and the 17-percent dropout rate are virtually the same rates as for all other trainees in those years. Minority and female graduates accounted for 16 percent of the total, somewhat lower than the percentage in the general trainee population. (A table at the end of Part One provides detailed statistics on this effort.)

An experimental program is under way to give 16 weeks of training in machining and welding to students with approximately two years of high school vocational training in these areas to see if they can become employable in that time.

Another current program is offering the regular six months' training in all areas to migrant and seasonal farmworkers who wish to leave agricultural labor. As of April 30, 1979, more than 60 farmworkers have been placed in unsubsidized employment with wages averaging above $5 an hour.

TAT presently has two Skill Training Improvement Program contracts, one with the Chattanooga, Tennessee, prime sponsor and the other with the Tennessee Balance of State sponsor. Trainees from Kentucky are attending TAT under programs funded by the Balance of State prime sponsor and the governor's special grants funds.

Accomplishments and Benefits

To date, TAT has graduated 4000 trainees. Studies of statistics through September 1978 show an 81-percent retention of recruited trainees through the training period--that is, the ratio of those graduating to those entering the program. The overall placement record is 95 percent of the graduates, and retention rates on the job approach that percentage. Tables at the end of Part One provide a statistical profile of TAT trainees and give demographic, educational, and employment data.

On the basis of pre- and post-TAT income figures, the dollar investment in training is returned to the government by the trainee within two to three years through increased federal tax payments alone, not to mention other direct and indirect economic and social benefits to the individual, industry, and the community.

The Human Resources Institute of the University of Alabama is currently studying Social Security data for trainees from 1970 to 1974. Preliminary results show that graduates of the program experienced large increases in real wages and employment in the first full year after training. Trainees who did not complete the TAT program experienced smaller gains in both employment levels and real wages.

Benefits have also been reported by Union Carbide in terms of

1. In-depth involvement of numerous industrial personnel in instructional and supervisory positions in their skill areas
2. Employment of persons who otherwise would have been screened out of normal employment processes
3. Upgrading the general training capability and interdepartmental cooperation within the plant

Roger F. Hibbs, president of Union Carbide Corporation--Nuclear Division, has stated: "Many Nuclear Division employees have participated in instructional and supervisory duties through planned rotation from their regular jobs. These employees have returned to their regular jobs with a new awareness of the problems of the disadvantaged. Their understanding and willingness to help have contributed significantly to the ease with which TAT graduates [hired by UCC--ND] have been accepted into the plant's work force." He continues: "Improved working relationships have developed as a result of the give-and-take required in the administration of the TAT project. The internal cooperation of all the plant departments has served to upgrade and enrich the plant's overall training capability. Organized labor cooperates closely in recruiting, assisting in training, evaluating course content, and providing representatives for the project's advisory committee. New working relationships have also been developed with local, state, and federal government agencies." Mr. Hibbs adds: "Our experience with TAT has proved many things. To me, one of the most important is that by working together, industrial, educational, and governmental training resources can constitute a potent force for human resource development. . . . But whatever the program or however it's structured, I feel it is a fundamental social responsibility of business and industry to make a positive contribution to the plight of our disadvantaged citizens. It also makes good economic sense."

Training and Technology Statistical Profile
(September 1966—September 1978)

	Funding Years											
	1966-68	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	Total
Enrollees	624	386	393	379	476	458	244	371	380	556[a]	562[b]	5015
Graduates	525	339	328	271	392	391	187	262	308	338	406	3747
Available for placement[c]	476	333	315	253	365	358	177	242	297	325	402	3543
Placed Percentage	473 99%	326 97%	297 94%	241 95%	341 93%	344 96%	170 96%	220 90.9%	288 97%	319 98%	392 97.5%	3410 95.8%
Average hourly starting wage	$2.85	$3.03	$3.09	$3.15	$3.29	$3.61	$3.96	$4.20	$5.58	$5.04	$5.43	
Projected annual earnings[d]	$5,928	$6,302	$6,427	$6,552	$6,843	$7,509	$8,237	$8,736	$11,606	$10,483	$11,294	
Not employed at entry Percentage	210 42%	245 72%	231 70%	166 61%	273 70%	248 63%	116 62%	156 60%	239 77%	246 72.8%	255 62.8%	2394 63.9%
Employed at entry Percentage	306 58%	94 28%	97 30%	105 39%	119 30%	143 37%	68 36%	103 39%	61 20%	91 26.9%	145 35.7%	1332 35.5%
Employment status at entry unknown Percentage							3 2%	3 1%	8 3%	1 0.3%	6 1.5%	21 0.6%
Projected annual pretraining earnings of graduates who were employed at entry	[illegible][e]	$3,349	$3,661	$3,778	$4,526	$4,484	$4,971	$4,909	$5,346	$5,512	$6,178	
Nongraduates	99	47	65	108	84	67	57	109	72	64	102	874

[a] Includes 153 who were carried over to the next training year.

[b] Includes 197 who were carried over to the next training year.

[c] Those unavailable for placement either (1) entered military service, (2) continued education and/or training, (3) were deceased, ill, or incarcerated, or (4) opted not to work. After January 1974, entering military service (volunteer) is considered placement.

[d] Assumes 2080 hours of work per year

[e] Information not available.

Training and Technology Demographic, Employment, and Educational Data
September 1966—September 1978

	Number	Percentage
Male	4264	92%
Female	357	8
White	3283	71
Black	1300	28
Spanish American Indian Eskimo	38	1
State of permanent residence		
Tennessee	3960	86
Other	661	14
Employment status at entry		
Employed	1567	34
Unemployed	3018	65
Unknown	36	1
Educational status at entry[a]		
High school graduate	3090	77
Not high school graduate	916	21
Unknown	30	1

Average age at entry: 22
Age range: 17-54

[a] Data since 1968 only; N = 4036.

Training and Technology Experience with High School Students (1971-1977)

	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	Total
Total enrolled	22	58	36[a]	21	12[b]	7	153
Graduates	17	48	29	19	6	6	125
Minority	7	5	2	0	0	1	15
White	10	43	27	19	6	5	110
Male	13	48	29	19	5	6	120
Female	4	0	0	0	1	0	5
Available for placement[c]	13	44	26	19	6	5	113
Placed	13	44	25	17	6	4	109
Average hourly starting wage	$4.48	$3.48	$4.16	$4.09	$5.97	$3.70	$4.01
Nongraduates	5	10	6	2	1	1	25
Minority	1	2	3	1	0	0	7
White	4	8	3	1	1	1	18
Male	4	10	6	2	0	1	23
Female	1	0	0	0	1	0	2

[a] One carryover to next training year.

[b] Five carryovers to next training year.

[c] Those unavailable for placement either enrolled in school or college (7), were deceased (1), had a health problem (2), entered military service (1), or were unavailable for contact (1).

A Sample List of Employers of Training and Technology Graduates

A & E Plasti-Line; Powell, Tennessee
A & S Steel; Lake City, Tennessee
Alignment Engineering; Knoxville, Tennessee
Aluminum Company of America; Alcoa, Tennessee
Argonne National Laboratory; Chicago, Illinois

Athletic Tool & Die; Cookeville, Tennessee
AVCO Corporation; Nashville, Tennessee
Battelle Memorial Institute; Columbus, Ohio
Bristol Steel & Iron Works, Inc.; Bristol, Tennessee
Brown & Root, Inc.; Houston, Texas

C-E Natco Process Equipment; Gulfport, Mississippi
Carborundum Company; Knoxville, Tennessee
Chicago Bridge & Iron; Birmingham, Alabama, and other locations
Combustion Engineering, Inc.; Chattanooga, Tennessee, and other locations
Daniel International Corporation; various sites

Davis Mechanical Contractors, Inc.; Alabama and other locations
Eaton Corporation; Lenoir City, Tennessee
Fermi National Accelerator Laboratory; Batavia, Illinois
Flatt Plumbing Company; Knoxville, Tennessee
F.M.C. Corporation; various locations

General Electric; Toledo, Ohio
Hackett Machine Shop; Nashville, Tennessee
ITT Grinnel Corporation; various locations
Jet Air, Inc.; Oak Ridge, Tennessee
Jim Robbins Seatbelt Company; Knoxville, Tennessee

Kennedy and Bowden; Nashville, Tennessee
Knoxville Iron--Division of AZCON Corporation; Knoxville, Tennessee
Koehring Southern; Chattanooga, Tennessee
Kusan; Nashville, Tennessee
Laser Systems; Tullahoma, Tennessee

Law Engineering and Testing Company; Atlanta, Georgia
Litton Ingalls Shipbuilding; Pascagoula, Mississippi
Metric Construction, Inc.; Dalton, Georgia, and other locations
Mobile Laboratories, Inc.; Harvey, Louisiana
National Industrial Company; Sutherland, Nebraska

Newport News Shipbuilding and Dry Dock Company; Newport News, Virginia
Nuclear Energy Services; Danbury, Connecticut, and other locations
ORTEC; Oak Ridge, Tennessee
Pathway Bellows, Inc.; Oak Ridge, Tennessee
Peabody Testing Service--Division of Magnaflux; Houston, Texas, and other locations

Precise Tool and Gage Company, Inc.; Oak Ridge, Tennessee
Ralph Rodgers & Co., Inc.; Oak Ridge, Tennessee
Robertshaw Controls Company; Knoxville, Tennessee
Skyline Manufacturing; Nashville, Tennessee
Southern Railway Company; Knoxville, Tennessee

Southwestern Laboratories; Houston, Texas
Stardust Cruiser; Chattanooga, Tennessee
Teledyne Brown Engineering; Decatur, Alabama
Tennecomp Systems; Oak Ridge, Tennessee
Tennessee Valley Authority; Knoxville, Tennessee, and other locations

Union Carbide Corporation; Oak Ridge, Tennessee, and other locations
U.S. Nuclear; Oak Ridge, Tennessee
U.S. Steel Corporation; Gary, Indiana

ADDITIONAL INFORMATION ABOUT TRAINING AND TECHNOLOGY

This written testimony draws heavily from the following publications:

The Development and Diffusion of the Training and Technology Program: A Decade of Development of Manpower Training, 1965-1975, Oak Ridge Associated Universities, Oak Ridge, Tennessee, January 1975.

A Model for Training the Disadvantaged: TAT at Oak Ridge, Tennessee, Manpower Research Monograph No. 29, Department of Labor, 1973.

Resources for Southern Manpower Development, Oak Ridge Associated Universities, Oak Ridge, Tennessee, 1965.

Survey of Post-Placement Experience of TAT Graduates, Oak Ridge Associated Universities, Oak Ridge, Tennessee, April 1973.

A Systems Approach for Industrial Training, Oak Ridge Associated Universities, Oak Ridge, Tennessee, August 1973.

Training and Technology: An Industry/Education Partnership for Industrial Manpower Development, Oak Ridge Associated Universities, Oak Ridge, Tennessee, June 1972.

Training and Technology Statistical Report, October 1977 - September 1978, Oak Ridge Associated Universities, Oak Ridge, Tennessee, March 1979.

TTP: An Innovative Approach to Human Resource Development, Energy Research and Development Administration, Division of Labor Relations, Washington, D.C., July 1977.

In addition to these publications, two other sources are highly recommended to anyone interested in the TAT approach to training. One of these is the excellent 30-minute documentary, "A Design for Success," filmed in 1978 by the Office of Research and Development of the Department of Labor. It is available through that office. The other source is "Training and Job Programs in Action: Case Studies in Private Sector Initiatives for the Hard-to-Employ," published in 1978 by the Committee for Economic Development.

PART TWO

REPLICATIONS OF THE TRAINING AND TECHNOLOGY APPROACH

Highlights

- The TAT approach to training has been replicated in Marietta, Georgia, and Charleston, South Carolina. These two programs are currently training 267 participants.

- Through cooperation between the Department of Energy and the Department of Labor, programs based on aspects of the TAT approach have been established within 13 DOE contractor facilities training over 1300 participants.

- The Technology Training Program, a DOE initiative, provides the framework for continued development of training programs through federal interagency cooperation.

- In June 1979, DOE initiated a summer science enrichment program for economically disadvantaged students. Three DOE sites will administer the program over the next 24 months to 90 participants.

REPLICATIONS OF THE TRAINING AND TECHNOLOGY APPROACH

INTRODUCTION

Through interagency agreements, the Department of Labor and the Department of Energy have supported efforts to develop and disseminate the TAT model. CETA and economic stimulus monies (Skill Training Improvement Program) have provided an important impetus for ORAU and the Department of Energy to establish TAT replicates.

ORAU REPLICATIONS

In 1978, ORAU combined efforts with Lockheed-Georgia Corporation in Marietta, Georgia, and a newly formed not-for-profit private industry consortium in Charleston, South Carolina, to develop two industrial-based programs implementing aspects of the TAT approach. Both programs received funding from the Skill Training Improvement Program; the Marietta program also received Youth Employment and Demonstration Projects Act funding. The following two fact sheets summarize the key elements of the two programs. It should be noted that both the Marietta and Charleston programs are in early phases of implementation. Each program is working to establish a model of operation that will be effective in its specific environment.

Industrial Technology Careers Center (ITCC)
Marietta, Georgia

Organization

Operated initially by Oak Ridge Associated Universities and Lockheed-Georgia Company, with the cooperation of several Georgia CETA prime sponsors.

ORAU Responsibilities

Program development
Administrative and management services
Specialized assistance to trainees

Lockheed Responsibilities

Facility
All technical and related training

Joint ORAU/Lockheed Responsibilities

Enrollee selection and assignment to training areas
Placement

Funding

CETA Title II
Skill Training Improvement Program
Youth Employment and Demonstration Projects Act

Training

Site: Lockheed training facility
Entry requirements: sixth grade functional ability in mathematics and science
Areas: machining, welding, electricity, drafting, word processing
Length: six months (8 hours per day, 40 hours per week)
Skill training: provided by experienced industrial craftsmen
Trade-related instruction: mathematics, science, blueprint reading, shop theory
Industrial behavior: seminars in attendance, safety, job applications, and interviews

Placement

Full-time job development and placement officer

Statistics

First trainees enrolled March 1978

Background

The Industrial Technology Careers Center was started in March 1978 under the aegis of Lockheed-Georgia and Oak Ridge Associated Universities. It represents Lockheed-Georgia's first participation in a government-funded training program since 1966.

ORAU's involvement stems from its interest in replicating the TAT model and experience in providing technical assistance in manpower development programs. Initially, as with TAT in Oak Ridge, ORAU was responsible for program development, administration, remedial education, counseling, and job placement. As the program continues to evolve, role changes are still occurring.

An important feature of the Center, which distinguishes it from the Oak Ridge effort, is its special youth training program. Under a grant from the local Cobb County prime sponsor, young people are being trained in welding and word processing.

Job placement for the Center is handled through formal correspondence, word of mouth, newspaper advertisements, local National Alliance of Business groups, Chamber of Commerce chapters, and door-to-door communication. There is a three-month follow-up contact with placements to find out how they are working out. Graduates are encouraged to recontact the Center's placement staff for assistance should they, for a reason other than dismissal, leave their jobs.

Coastal Industrial Training Center (CITC)
Moncks Corner, South Carolina

Organization

Jointly operated by Oak Ridge Associated Universities and the Private Industry Council of Charleston, Inc. (PICC) with the cooperation of the State of South Carolina.

ORAU Responsibilities

Program development
Administrative and management services
Specialized assistance to trainees
Instruction in training-related academic subjects

PICC Responsibilities

Facility
All technical training
Identification and development of training programs to meet local industrial needs

Joint ORAU/PICC Responsibilities

Enrollee selection and assignment to training areas
Placement

State Responsibilities

Recruitment
Monitoring
Funding

Funding

State CETA funds
Skill Training Improvement Program

Training

Site: rented building simulating an industrial site
Entry requirements: sixth grade functional ability in mathematics and science
Areas: welding, machining, residential/industrial electricity, sheet metal, frame/form carpentry
Length: six months (8 hours per day, 40 hours per week)
Skill training: provided by experienced industrial craftsmen (80 percent of training time)
Trade-related instruction: mathematics, science, blueprint reading, shop theory
Industrial behavior: seminars in attendance, safety, job applications, and interviews

Placement

Full-time job development and placement officer

Statistics

First trainees enrolled July 1978

Background

The establishment of this training facility was largely through the initiative of James B. Edwards, governor of South Carolina. Concerned about his state's substantial shortage of skilled manpower and a growing unemployment rate, Governor Edwards approached ORAU for technical assistance in establishing an industrial skills training facility using the TAT approach. After several months' search, several private-sector businesses in the Charleston area were found to commit resources and staff for the training. Unlike TAT, where one industry shares responsibility for program training and operations, a group of local companies formed PICC to carry out the industrial partner's role.

There are several benefits to this consortium approach to training as contrasted with the single-industry approach in Marietta and Oak Ridge: for trainees there is a wide choice of training opportunities; for business there is shared risk and cost; and for the local economy, a training resource supported by a broad base of local industries.

DEPARTMENT OF ENERGY PROGRAMS

The quantity and quality of human resources are important factors underlying the successful development of energy technologies. DOE legislation includes the responsibility of "helping to assure an adequate supply of manpower for the accomplishment of energy research and development programs by sponsoring and assisting in education and training activities in institutions of higher education, vocational schools, and other institutions. . . ." [Energy Reorganization Act of 1974, Sec. 103(10); Department of Energy Organization Act, Sec. 301(a).]

A major portion of DOE's energy programs are conducted within research, development, and production facilities. Most of these facilities are government-owned/contractor-operated (GOCO). In a GOCO, the federal government owns property and equipment, but a contractor staffs and manages the facility under the provisions of a prime contract. The Department of Energy currently has 59 contractors in the GOCO system; cumulative capital investment exceeds $12 billion; and employment exceeds 100,000 including 28,000 scientists and engineers and over 40,000 technicians, operators, and craftsmen.

Experience and expertise within the work force exist in practically every conceivable occupational and vocational field. The equipment and facilities reflect the latest scientific and technical advances. Seldom can these physical resources be duplicated in educational institutions because of the newness of the technology or the extremely high capital cost requirements.

For a long time, DOE has viewed the TAT model as a valuable means of training qualified personnel to help staff the GOCOs and to support the energy-related industries. The following account of the Technology Training Program is excerpted from an article written by James R. O'Gwin, Office of Industrial Relations, DOE, in the Human Resources Forum (October 1978).

Technology Training Program

In FY 1975, the Office of Contractor Industrial Relations (now the Office of Industrial Relations), DOE, initiated the Technology Training

Program (TTP) with funds passed from the National Science Foundation. The primary objective was to demonstrate the feasibility of using training capabilities of government-owned/contractor-operated laboratories and industrial facilities to assist in meeting energy-related manpower requirements at the technician and craft skill levels. An important secondary objective was to support, through results-oriented management, the department's equal opportunity policy in energy employment.

The Technology Training Program concept, which was patterned after TAT, provides for enlarging the continuing technical education and training capabilities of contractors operating DOE facilities. Through TTP, the contractors can address their internal manpower requirements, the energy-related manpower requirements of the local community, and national priorities as they are identified. Program funds to reimburse training costs are provided through appropriations of other agencies mandated to sponsor education, training, and employment support activities. The majority of funding support comes through CETA.

Since 1975, $21.6 million has been transferred to DOE from outside funding sources. These monies have been utilized by 19 DOE contractors to train 3293 individuals in 36 occupational areas. The ratio of minority and female participation has been 34 percent and 32 percent, respectively. Ninety-five percent of the graduates have been placed; 37 percent have entered employment with DOE contractors.

For DOE and its contractors, TTP fulfills the legislative mandate and allows for supplemental operating funds to support programmatic manpower requirements. It enables DOE and its contractors to improve their community image by contributing toward the training and employment needs in local communities, to actively address their affirmative action objectives, and to strengthen their relationships with state and local governments.

Summer Science Student Program*

Department of Energy and Department of Labor (through an interagency agreement), with technical assistance from ORAU, have recently established a summer science enrichment program for economically disadvantaged students. The Summer Science Student Program departs from others described because it does not focus on technical skill or craft training. Rather, it is a program designed to enrich the academic experience of students and to increase their awareness of energy issues and career opportunities in energy technologies.

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*This account has been compiled from information provided by the Office of Industrial Relations, Directorate of Administration, DOE.

In the spring of 1979, personnel from the Office of Industrial Relations (Department of Energy) and the Office of Youth Programs (Department of Labor) met to discuss the feasibility of transferring funds to implement instructional programs for economically disadvantaged and academically talented youth in selected contractor organizations.

On June 14, an interagency agreement was signed to grant monies from DOL, through the Office of Industrial Relations, to selected DOE contractors to fund 180 participant-slots for economically disadvantaged youths in an integrated program of career motivation and basic academic skill enrichment.

Each participating facility will provide a program spanning two summer experiences and follow-up during the two subsequent school years. Each program is designed to capitalize on the uniqueness of the work conducted within a particular facility, access to specific working areas, and the expertise of employees within the contractor organization. However, the core elements (science, mathematics, and communications), method of trainee selection, length of program, stipend payment system, and student assessment both before and after participation are identical at the three program locations.

During the two summers, participants will receive instruction in mathematics, science, and communications designed to complement laboratory experiences, tours, interviews, and vocational/occupational awareness sessions. Guest lecturers from the contractor facility will address the students regularly. Participants will be guided in seeking appropriate post-secondary education and training and will meet bimonthly between summers to maintain a cohesive working group. The summer sessions will be coordinated with local high school counselors and mathematics and science instructors. Special training aids developed by contractor organizations will be used to heighten the students' awareness of today's energy problems, potential solutions, and energy-related career opportunities. Student projects will be assigned and monitored during the school year. Emphasis will be placed on exposing the participants to local Upward Bound, motivational, and college preparedness programs.

Participating DOE facilities will not attempt to gain competence in areas inappropriate to their mission of energy research and development. Each facility will work, and subcontract as necessary, with employment security offices, local educational institutions, and human service agencies for recruitment, assessment services, and academic support.

The Office of Industrial Relations, in consultation with the Office of Youth Programs, selected two contractors to operate three project sites. The Center for Energy and Environment Research of the University of Puerto Rico was designated to implement DOE Summer Science Student Programs in San Juan and Mayaguez. Both of these projects will be under way by June 30, 1979. The Goodyear Atomic Company will begin a DOE Summer Science Student Program in Portsmouth, Ohio, on June 25, 1979.

Training and Technology Program and Replication Status Report
June 1979

	Training and Technology	Industrial Technology Careers Center	Coastal Industrial Training Center
Program starting date	September 1966	June 1978	July 1978
Occupational areas	Drafting Machining Mechanical operations Physical testing Welding	Drafting Welding Machine tool operator Industrial electricity Word processing (YEDPA only)	Welding Machine tool operator Industrial Electricity Sheet metal Carpentry
Funding sources	Manpower Development Training Act (1966-73) CETA (1973-) Private tuition	CETA: Skill Training Improvement Program Youth Employment and Demonstration Projects Act	CETA: Skill Training Improvement Program, Title II
Current number of trainees	290	165	92

Department of Energy Technology Training Program Status Report
June 1979

Funding Source	State	Sponsoring DOE Contractor	Occupational Area	Number of Trainees	Training Cycle Duration (Months)
CETA 303 (Migrant and Seasonal Farmworkers)	California	Stanford Linear Accelerator Center	Electronic assembler	24	9
	Illinois	Illinois Basin Coal Mining Manpower Council	Surface miner	40	6
			Shaft miner	310	9
	Nevada	Reynolds Electrical & Engineering Company	Radiological safety	74	6
	Tennessee	Memphis State University	Reactor operator Radiological technician	77	6
		Oak Ridge Associated Universities/Union Carbide Corporation—Nuclear Division	Welding Mechanical operator Machining Physical Testing	189	6
			Drafting		9
Governor's Discretionary Money (4%)	California	Lawrence Berkeley Laboratory, Lawrence Livermore Laboratory, Stanford Linear Accelerator Center	24 areas (classroom and work experience)	93	18-24
Skill Training Improvement Program	Washington	Rockwell Hanford	Radiological safety	25	6
	Colorado	Rockwell International	Chemical operator	20	4
			Machine operator	20	9
			Word processing	20	6
	Tennessee	Oak Ridge Associated Universities/Union Carbide Corporation—Nuclear Division	Welding Mechanical operator Machining Physical testing	275	6
			Drafting		9
	Idaho	EG&G Idaho, Inc.	Drafting Industrial technician Quality assurance	45	12
CETA—Summer Youth Employment Employment Program	Ohio	Goodyear Atomic Corporation	Educational enrichment	30	24
	Puerto Rico	Center for Energy and Environment Research	Educational enrichment	60	24
CETA—Title II (Local Prime Sponsors), Title IV (Job Corps)	Tennessee	Oak Ridge Associated Universities/Union Carbide Corporation—Nuclear Division	Welding Mechanical operator Machining Physical testing	25	6
			Drafting		9
Total	9	13	40	1322	

NOTE: This table has been compiled from information provided by the Office of Industrial Relations, Directorate of Administration, Department of Energy.

PART THREE
CONSIDERATIONS FOR FUTURE PROGRAMS

Highlights

- Many different training approaches are needed to address the multifaceted needs of CETA youth.
- The goal of industrial-based training must be employability.
- Incentives must be offered to the private sector to become involved in the design and implementation of training programs.
- Improved coordination of federal agencies will result in more effective youth training programs.

CONSIDERATIONS FOR FUTURE PROGRAMS

Within the last 13 years, Oak Ridge Associated Universities and Union Carbide Corporation--Nuclear Division have learned much about the prerequisites for an effective, industrial-based training program. The importance of communication and coordination among all organizations involved has been stressed throughout this testimony. The following suggestions are offered for consideration in the formulation of future legislation.

MANY DIFFERENT APPROACHES ARE NEEDED TO ADDRESS THE MULTIFACETED NEEDS OF CETA YOUTH

At TAT, the placement rate and starting wage for youth between the ages of 18 and 21 are about the same as those for trainees between 22 and 54. However, experiences with young trainees who have never had a job indicate a need for intensive supportive services to ensure successful program completion. All TAT-type programs are based on the concept that skills training must occur in a realistic working environment. Youth have a limited understanding of the working world. Although the TAT approach emphasizes the importance of learning industrial behavior, youth often require assistance with responsibilities outside, as well as inside, the working world. As a result, the comparability of success across the two age groups appears to result from the delivery of supportive services tailored to individual needs.

For several reasons, industrial-based skills training is suitable for youth who will reach the age of 18 prior to completion of training and who meet industry entrance requirements. Industrial-based skills training is not, however, a panacea for solving the problems of today's youth.

As stated in the *Knowledge Development Plan* from the Office of Youth Programs, DOL, little is known about the actual impacts of existing programs. Until such information is available to decision-makers, many different approaches to youth training and employment must be undertaken. New legislation should emphasize the need to evaluate existing programs. Resources should be made available to test and modify innovative approaches to youth training programs until more is known about several effective ways of addressing youth training and employment needs.

THE GOAL OF INDUSTRIAL-BASED TRAINING MUST BE EMPLOYABILITY

One principle of the TAT approach is that each participating organization "does what it does best." The degree of industry involvement in youth programs should also adhere to this principle.

Employability of trainees is enhanced when training focuses on needed job skills and employer expectations. Industry is best suited to reflect changes in technology that affect the kinds of skills needed. These changes are easily incorporated in training programs when industry conducts the training. Furthermore, industry requirements for acceptable industrial behavior are a natural element of industrial-based training programs.

On the other hand, some supportive services required by youth are provided more appropriately by organizations other than industry. For example, the educational system is better equipped to develop individual employability plans, help solve personal problems, and assist trainees to develop academic competencies.

As a result of the TAT program, we contend that industry's involvement in skills and work behavior training will more effectively result in participant employment. Likewise, industry's involvement in attaining other kinds of goals (e.g., educational and social) will be an inefficient use of its resources.

INCENTIVES MUST BE OFFERED TO THE PRIVATE SECTOR TO BECOME INVOLVED IN THE DESIGN AND IMPLEMENTATION OF TRAINING PROGRAMS

The opportunity for private-sector involvement exists under CETA, Title VII. However, our experience leads us to conclude that incentives for industry participation are necessary. As legislated, the Private Industry Councils will not ensure major private-sector involvement in the direct delivery of training. If involvement similar to the TAT approach is desired, then incentives such as the following must be provided:

1. Continuity of funding. Funding lasting two or more years must be made available to induce industries to expand (and in some instances establish) training programs for nonemployees. Little incentive

exists to invest time, capital, and equipment if funding continuation cannot be assured.

2. Reduced reporting, auditing, and monitoring demands upon CETA program operators. The need for program accountability cannot be refuted. However, a great deal of time and staff effort must be available to meet regulatory requirements. This places additional financial and managerial burdens upon the industrial partner. Consideration should be given to evaluating CETA reporting, auditing, and monitoring requirements in an effort to decrease the amount of time and duplication involved while maintaining demands for accountability.

   It should be noted that problems associated with program reporting, organizational coordination, and early implementation may be eased if a single organization acts as a broker to coordinate information and program inputs. This organization (such as ORAU in the TAT program) can serve to relieve some of the pressure on the industry to respond to continuous, external demands.

3. Industry's establishment of programs in response to its own employment needs. Involvement should be encouraged even if the CETA program replaces other preemployment training the industry may fund inhouse.

IMPROVED COORDINATION OF FEDERAL AGENCIES WILL RESULT IN MORE EFFECTIVE YOUTH TRAINING PROGRAMS

From its first training cycle, TAT has received continuous support from the Department of Energy (and its predecessor organizations). TAT has also received support from various offices within the Department of Labor and Department of Health, Education and Welfare. As a result, TAT stands as an example of successful interagency coordination. In the development of similar programs, DOE's Office of Industrial Relations has been working effectively for several years with the National Science Foundation and other federal offices.

Improved coordination among federal agencies is necessary to encourage cooperation among those organizations operating training programs and those interested in establishing new programs. Areas of duplicated effort need to be identified and resolved. Consideration should be given to drafting interagency agreements between federal agencies that currently are involved (or intend to become involved) in youth training programs. Such agreements, for example, among the Department of Energy, Department of Labor, and Department of Health, Education and Welfare would serve as the foundation for future efforts to train youth for jobs in energy resources and energy conservation.

The DOE Technology Training Program has already identified a source of program sites for coordinated youth training programs. Approximately 60 DOE facilities are owned by the federal government and operated by private (and public) organizations; 15 of these have participated in CETA training programs.

The Department of Defense and other federal agencies have contractor networks that offer similar opportunities. Cooperation among agencies in identifying specific sites to serve as program facilities could help provide maximum benefits from government facilities.

A STATEMENT PREPARED BY GEORGE A. STEVENSON JR.,
MANAGER OF IN-SCHOOL YOUTH PROGRAMS, CHRYSLER
LEARNING INCORPORATED, FOR THE UNITED STATES
HOUSE OF REPRESENTATIVES, COMMITTEE ON EDUCATION
AND LABOR, SUB-COMMITTEE ON ELEMENTARY, SECONDARY
AND VOCATIONAL EDUCATION, SUB-COMMITTEE ON
EMPLOYMENT OPPORTUNITIES, OCTOBER 1, 1979

INTRODUCTION

Chrysler Corporation is pleased to provide this written statement to the U.S. House of Representatives Committee on Education and Labor.

Our motivation in preparing this statement is based on our general and long-standing commitment to respond to community needs. We believe we have demonstrated that commitment, in part through the efforts of Chrysler Institute to implement and improve employment and training programs intended to solve the unemployment problems of the disadvantaged.

We hope our statement will assist the House of Representatives Committee on Education and Labor to define its' position regarding youth employment legislation and policy.

CHRYSLER INSTITUTE

Chrysler Institute, through its Entry-Level Training Department has become a leader in the training and employment of the disadvantaged, unemployed client. The programs used by Entry-Level Training in its work have been successfully adapted to the needs of both employers desiring thoroughly trained employees and the various agencies funded and mandated to serve disadvantaged clients. Chrysler Institute's Entry-Level Training Department is one important division of an organization that began almost fifty years ago.

In 1931, Walter P. Chrysler and Fred Zeder launched a two-year work/study program leading to a Masters Degree in Automative Engineering. This marked the birth of Chrysler Institute. Through the years, the Institute has sponsored a variety of educational offerings. Evening classes for high school credit and diplomas, courses for employee advancement, tuition refund programs, skilled trade programs and jointly sponsored classes leading to Bachelors and Masters Degrees are only a few of their offerings.

Currently, Chrysler Institute is made up of six distinct departments.

- Academic Affairs has responsibility for overseeing Chrysler Corporation's interface with various school systems at all levels. It also manages a variety of management training programs, a pre-retirement counseling program, the tuition refund program and others.

Management and Professional Education has functional responsibility for programs from the top levels of management down through first line supervision. Numbered among their offerings are Management by Objectives, Supervision of Supervisors, Problem Solving, Leadership Effectiveness Training and others.

Technical and Apprentice Training maintains functional responsibility from first line supervision through entry-level jobs. Program offerings include the UAW-negotiated Apprentice Program, fork truck driving and repair, metrics, hydraulics, drafting, etc.

Auto Services Education through MoTech is an achievement milestone for Chrysler Institute. Utilizing the latest in instructional design technology, MoTech offers programs in Auto Mechanics, Auto Body Repair, Drive Train Mechanics and a series of Continuing Education programs.

Performance Systems Design (PSD) is a Department serving others within Chrysler Institute as well as corporate and external customers. PSD develops self-paced, competency-based learning systems, media software and also delivers evaluation and validation research.

Entry-Level Training Department, is the largest private sector deliverer of employment and training services nationally under CETA. Entry-Level Training has earned an impressive record of accomplishment over more than ten years. During that time the Entry-Level Training Department has served over 50,000 disadvantaged clients and helped secure almost 40,000 full-time non-subsidized jobs.

Beginning in the 1960's, Chrysler Institute responded to the problem of the "hard to employ" job applicant and, through its Entry-Level Training Department, developed some of the finest preparatory programs for disadvantaged clients. Most of these efforts were sponsored under the Manpower Development and Training Act of 1962. Specific use was made of the NAB/JOBs contract format.

A very high percentage of the clients served by the Entry-Level Training Department have become successful in their careers. Employers recognize the graduates of Entry-Level's training programs as being highly trained and well motivated. This recognition is appropriately attributed to the realistic training experience provided at Chrysler.

Prior to the enactment of CETA, Chrysler Institute was already being credited with writing much of the literature dealing with service to disadvantaged clientele.
During the past several years the Institute through it's Entry-Level Training Department has developed interface with various school districts. The manifestation of this interface has been the delivery of a Career Education Program referred to as Goal Directed Group Counseling and Career Development for In-School Youth. Resulting from the program's delivery many of the problems relative to youth employment encountered by school administrators, teachers, students and the general community have been identified. Generally, the transition from school to work represents the area of greatest need for improvement.

When viewed in it's proper perspective the transition from school to work should not involve merely a select group of students participating in a junior or senior year co-op program, but rather, an evolutionary process that may well began with the elementary and middle school grades and culminate after the completion of high school. This process encompasses many components and activities, formost of which is Basic Education.

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Basic Education

As a major employer in the United States, Chrysler Corporation is the recipient of many of the educational deficiencies shared by members of the available entry-level work force. The cost to Chrysler and other businesses for providing supplemental training and/or education programs can not be understated. A more effective Basic Education Program in the public schools should be a primary goal. Improvements are needed in student performance, attendance, teacher expectations of student performance and curricula design.

Career Counseling and Work Experience

The availability of occupational information, Career Counseling Services and placement services for students during their high school years, generally is inadequate. Students need to be cognizant of the kinds of jobs available in the community and the necessary requirements by which access to the jobs may be gained.

Career Counseling is certainly an intragral component of the transition from school to work. However, many school counselors are faced with excessive case loads, inadequate or non-existent labor market information and a myrid of other duties which may not be related to career counseling. The lack of this service has a profound effect upon disadvantaged populations.

Not only is counseling of a career nature needed, but also counseling relative to the development of the attitudes and behaviors associated with success.

A variety of work experiences as well as placement upon graduation is an essential ingredient of the transition from school to work. Far too many students move through the secondary educational system receiving minimal exposure to the work place. This tends to increase employee turn-over rates, the cost of training to the employer and add to the failures and frustrations of the employee.

Occupational Resource Persons

The need among disadvantaged populations for exposure to a wider variety of role models, is substantiated by the generally limited aspiration levels of the population. The aspirational focus of many disadvantaged youth is confined to the occupational fields of sports and entertainment. Employees in the field can be one of the most valid sources of occupational information. Providing not only occupational information, but also information regarding the life styles concomitant with their chosen occupations.

Occupational Field Trips

Since the majority of graduating high school students generally seek employment with-in their own geographical area, it becomes necessary that information relative to the kinds of jobs available in that area be provided. Work-Site visits can help in this regard.

Occupational Field Trips Cont.

Through these visits students and teachers could gain needed occupational information. Teachers could then integrate this information into lesson plans thus bringing the world of work and the class room setting closer together.

Career Education and Vocational Education

A comprehensive Career Education Program linked, to Vocational Education can provide students with a vehicle by which the general introduction to the world of work and more specific skill acquisition and may be acquired. Students participating in Career Education would be afforded the opportunity to gain insights to themselves, set career goals and test the world of work in a variety of jobs. Having completed this process with greater clarity of career direction, the student could then proceed through a select Vocational Education program which would provide the skill building necessary for competition in the labor market.

Parental Involvement

Essential to the effectiveness and success of any educational program for secondary education students, is the involvement of parents. Far too often parents feel alienated from the schools. Communication relative to student progress and/or problems, school programs and activities is generally lacking. It has been Chrysler's experience that many parents are provincial in their attitudes toward student work experience.

Parental Involvement Cont.

There is a strong desire to confine work experience to the immediate geographical area, especially in urban settings. The availability of jobs seems to be less a consideration than transportation or whether conditions. Schools that provide parents with labor market information and specific Career Education Goals could positively impact the constrants many parents place on students engaging in work experience. With parental support the reinforcement of learned concepts and behaviors could be accomplished.

Secondary Educational Linkeages

Completing the school to work transition, should be the development of linkages with other organizations and institutions i.e. trade associations, business and labor organizations, technical schools and institutions of higher education. These linkages would provide the bridge for further, more comprehensive training and education for graduates.

Exchange programs can be developed where by the expertise existent with-in these organizations would be tapped and utilized to expand the educational and skill development of youth. Youths would have an opportunity, prior to graduation, to gain exposure to educational and training institutions which provide a learning focus in the specific areas of their career interests. Exposure to trade associations, and business and labor organizations would assist youths in career decision making while providing businesses with a ready pool of select employees.

Chrysler's Response

The Goal Directed Group Counseling and Career Development for In-School Youth

The Goal Directed Group Counseling and Career Development Program developed by Chrysler Learning Incorporated for In-School Youth represents a cooperative venture between the educational community, the manpower department and private industry. This program responds to the needs expressed by educators, students and parents for a comprehensive Career Education Program. Presently the program is of two years duration encompassing both a prerequisite Level I and a Level II training format.

Goal Directed Group Counseling

The adhesive which binds together the various elements in both the Level I and Level II formats is a group counseling process called Goal Directed Group Counseling.

Essentially it is a process of identifying self-defeating behaviors and perceiving the maintenance and psychological motivation for such behaviors, and moreover establishing workable alternatives in a group setting.

Peer influence and confrontation techniques are basic components in this process of behavior changes.

Goal Directed Cont.

Through Goal Directed Group Counseling, students can develop competencies, establish personal goals, and become creative and useful in many areas of their lives and society.

Career Development-Level I

Career Development is actually a process made up of several components. Seven of these components are considered to be the content areas or program units.

They include:

Self-Awareness

The activities in this unit are designed to assist students in understanding themselves and others. The basic unit lessons include and an individual's awareness and acceptance of himself/herself and others, and the development of interpersonal skills. Initiative and motivation activities are included so that students can begin to formulate their plans and learn to accept the responsibility for making choices. From this, students will develop an understanding of their interest, abilities, aspirations and values as they relate to achievement.

Self Assessment

The Self-Assessment Unit emphasizes learning techniques used for self apprasial and analysis of personal characteristics and skills. Upon completion of this unit the student will be able, as measured by standardized tests, personality inventories, and peer and counselor feedback, to describe his/her needs, personality traits, interest and abilities.

Decision Making

This unit provides students with skills and techniques for identifying the elements in the decision making process. The elements involve gathering information and utilizing this collected information in making informed, reasonable and systematic decisions in a variety of situations.

Problem Solving

The development and expansion of skills, insights and techniques utilized in the selection of appropriate behaviors for coping with significant tasks in day-to-day living is the primary thrust of this unit.

Career Awareness

In this unit students become familiar with sources of information about careers and occupations. Students explore the sociological, psychological and economic forces which impact upon career choices.

Career Exploration

In Career Exploration students investigate the occupational world through exposure to the fifteen occupational clusters as described by the Department of Labor. Additionally, students participate in simulated and actual work experiences in areas which correlate their interests and aptitudes. Occupational resource persons and occupational field trips are also components of this unit.

Career Planning

Once students have mastered the skills from the other units and established career goals, it then becomes important for the student to demonstrate a committment to these goals by taking action. Additionally, it is important for students to evaluate life goals at major life stages. Culminating the activities in this unit is the students' Career Plan of Action.

As these seven areas come together and impact an individual they prepare the individual to more fully appreciate his/her leisure time, become more productive as a student and worker, and become a happier more positive citizen.

What are the goals of the program?

While there is a terminal objective, a proposed outcome for the total program, and goals for each one of the content units, there are also some general goals that can be realized. They include:

- Increasing participant's feeling of self worth
- Reducing interpersonal hostilities in institutional settings
- Assisting participants in improving social interaction skill.
- Assisting participants in developing more effective problem-solving skills
- Assisting participants in becoming more aware of their strengths as well as their weaknesses
- Creating a greater sense of responsibility within participants for their actions
- Assisting participants in becoming aware of career opportunities
- Assisting participants in becoming aware of the necessity of goal attainment

Program Design

Selection of members:

Students are chosen for the program who:

- meet the funding criteria
- are a senior high school student
- express interest in the program
- are either male or female

Size of group:

- 20 members each session

Duration of program:

- One school year (2 semesters)
- Six weeks of summer work experience

Frequency of meetings:

- each day, Monday through Friday
- 2 hours per day

Student benefit:

- Credit is provided for In-School activities
- Pay is provided for participation in work experience

Taught by whom:

- Professional counselors from Chrysler Learning, Inc.

Program Effectiveness

The program is based upon three different sources of information which have facilitated its' direction.

These three areas are:

- Needs Assessments
- Prior successful experience with similar programs
- Outside professional evaluation

The needs assessment materials came from two sources, one made up by the American College Testing Service, and used by the State of Michigan ACT Council. That needs assessment on career education was done in 1976 on 850 sophomores and 850 seniors in 34 different high schools across the State of Michigan. The other assessment was done in Mount Clemens, Michigan School District, and it polled teachers, students, and parents in May 1976 on career education and goals for schools. Results of these surveys are available upon request.

The second area which contributed to the direction was the past successes of the Goal-Directed Group Counseling approach developed and used by Chrysler Learning, Inc. Thousands of individuals have gone through this counseling approach and have had better job retention, better reported attitudes and an increased feeling of self worth. This has been documented by the individuals themselves, their employers, friends, and family.

Program Effectiveness Cont.

The third source is an outside evaluation which was conducted by Formative Evaluation Research Associates (FEFA) of Ann Arbor, Michigan. The study was based on a sample and control group of In-School Youth at the Martin Luther King High School in Detroit, Michigan, during the 1977/78 school year. Results of this evaluation are available upon request.

Goal Directed Group Counseling and Career Development - Level II

Level I of the In-School Youth Program utilized Goal Directed Group Counseling and Career Development as interrelated processes to help students develop personal growth skills and acquire information about career possibilities.

In Level II, Goal-Directed Group Counseling focuses on skill development in three areas identified by students and counselors as critical to effective career planning, those being values clarification, Communication Skills and Leadership Training.

The Career Development process in Level II seeks to help students make the transition from initial career awareness and exploration to indepth career exploration and planning. At the end of this process students should be able to chart a career path outlining their movement from high school through post-secondary training to entry level and ultimately management positions in their career interest area.

Program Goals

The primary goals of the Level II program are to assist students to:

- Define and clarify their values, particularly as they relate to career goals.

- Develop effective communication skills that will enable them to successfully interact with others in a highly verbal society.
- Develop skills in leadership and group management that will serve as building blocks toward a management position in their prospective career areas.
- Develop skills in researching their career choices and charting a path toward their career goals.
- Develop skills in effectively managing a job situation.
- Develop practical life skills essential to functioning as productive citizens.

Program Structure

Six basic elements make up the Level II program.

They are:

Values Clarification

This unit is designed to help students identify, define and clarify their own values. Students will be able to understand how values are acquired, and will be able to assess how values directly affect behavior, decision making and the ability to set worthwhile goals.

Communication Skills

The communication skills unit is designed to assist students generally, in developing effective verbal and writing skills. Additionally, the unit focuses on listening skills and body language. Students, upon completion of this unit have a greater understanding of the implications and skills necessary for goal attainment. They will also demonstrate, through various exercises, these skills.

Leadership Training

The emphasis in the leadership training unit is to assist students in gaining an understanding of various leadership styles, characteristics and skills necessary for effective group leadership.

Career Pathing

The Career Pathing Unit is a systematic discovery approach that will assist students in finalizing their career choices. The focus here is on student-centered, individualized career research which will enable students to apply the skills they learned through Goal Directed Group Counseling in establishing definitive career goals. Students collect data, relative to their career choice, from training institutions, institutions of higher learning and employers, utilizing various interviewing techniques. Once the data has been collected and compiled reports are generated outlining the career selected, where training is offered, duration and cost of training, available entry level positions, available positions beyond entry level, employment out-look and wage and salary scales.

Practical Life Skills

The practical life skills unit is a series of lessons which focus on everyday life situations, including emergency and community services, medical instructions, means of exchange, major purchases, loans, knowing your rights and costs and change.

Practical Life Skills Cont.

The individual lessons encompass both reading and math exercises at three different levels of competency. In effect, students gain greater proficiency in reading and math skills as well as being provided information regarding basic living.

Job Management

Understanding the work environment including interpersonal relationships with supervisors and co-workers, and career advancement are central to this unit. Students completing this unit are better equipped to function effectively in the work environment.

Program Design

Selection

- Students who complete the prerequisite Level I Program

Size of Groups

- 20 members each session

Duration of Program

- 1 School year (2 semesters)
- 6 Weeks of summer work experience

Frequency of meetings

- 3 days each week of class room activities
- 2 days each week of field/research
- 2 hours each day

Taught by whom

- Professional Counselors from Chrysler Learning, Inc.

Program Effectiveness

Since the Goal Directed Group Counseling and Career Development Level II Program is in it's first year of implementation evaluation data is yet to be generated. However, Formative Education Research Associates will again have the responsibility of evaluating the program.

Conclusion

The Chrysler Goal Directed Group Counseling and Career Development Program, here-to-fore described is certainly not the panacea in resolving the youth unemployment problem, nor is it the total response of public education to that problem. Rather, it is one organization's effort to positively and significantly impact a problem which general society is the recipient.

In meeting it's obligation to the youth it serves, public education should mobilize and utilize the vast array of resources available both internally and externally. This mobilization and utilization process is essential to systematic educational improvements in the preperation of youth for the world of work.

We would like to thank the U. S. House of Representatives, Committee on Education and Labor for having afforded us the opportunity to make this contribution. We remain available to engage in further discussions pertinent to the employment of this nations youth.

Youth Employment: CETA and Vocational Education

Emerging Issues

NSBA

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PREFACE

The issue of educating our youth in a manner that will permit them to contribute to our society as employed citizens has been and continues to be an important issue for the National School Boards Association. Several years ago, we testified at Congressional hearings on the Comprehensive Employment and Training Act (CETA). As a result of our work, Senator Javits introduced the 22% set-aside in Title IV, Part A, Subpart C for local school districts. In January, 1979, one-fourth of our time at the NSBA Federal Relations Network (FRN) conference was spent familiarizing and updating this group on the 1978 amendments to CETA. The FRN consists of school board members, up to three to a Congressional district, who keep their Congressional delegations up to date on national issues of special interest to local school districts. In June of this year, at the invitation of NSBA, several of our State Associations availed themselves of the opportunity to testify at U.S. government regional hearings about the CETA Youth Programs.

NSBA reaffirmed our commitment to strengthening the relationship between school and work by appointing this year a 50-member Task Force to examine the issues emerging in Vocational Education. In September, we joined with members of the Forum of Education Organization Leaders to make the youth employment issues a priority for this year.

The publication, Youth Employment: CETA and Vocational Education, contains some of the recent NSBA materials on the issue. We hope it will be a reference for others who are working in the area of improving the prospective of employment for youth.

Tom Shannon
Thomas A. Shannon
Executive Director

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INTRODUCTION

The 1980 expiration of the CETA Youth Program authorization (Title IV) and the 1981 expiration of the Vocational Education Act authorization in combination with a worsening economy and a high unemployment rate among youth, especially minorities, has created pressure to examine existing systems and institutions for their capability to nurture our youth so as to allow them productive lives. For the overwhelming majority, the key to the future is a job. There is a complex and interwoven relationship among the influences that affect the aptitude of an individual and the opportunities open to him. The influence about which the National School Boards Assocation has a direct interest is the education provided to youth by the public schools.

Federal concern for providing an education that has a direct relationship to the job market can be traced back to the Smith-Hughes Act of 1917 establishing a federal interest in vocational education. The public schools come to the problem with long experience. The experience includes strategies that are obvious reflections of the prevailing value systems, as well as those that counter established patterns to recreate and lead.

This compilation of materials documents some of the very recent work of the Association on the subject of schooling for work. As always, concerns stem from basic questions about the schools as they presently function.

First, what exactly is the function of the schools in educating for work? Why, for example, has the concept of vocational education been largely narrowed in the curriculum to specific job training? What would a curriculum that included most of the major variables, in addition to job training, that determine an individual's success in the vocation that composes his life's work look like?

Second, how can the school educate those who face employment barriers in our society in a manner that integrates them into the ongoing school program? If schools differentiate among students in an attempt to help the most needy in visible ways, how do the schools deal with the problem of segregation, given that many of these students are minorities and poor? Should schools be concerned about the criticism that many job training programs provide only entry level jobs in the secondary labor force?

Third, should the public schools continue to take any responsibility for educating for work? Should the schools identify their role only as the providers of the minimum literacy needed to learn a job? Perhaps the concern for a student's vocational schooling should be left to churches, families, community-based organizations, private schools, unions, employers, and universities. Assuming that the responsibility for education for work continues to be the domain of the public school, how much autonomy can they afford to lose in the areas such as (1) the establishment of the criteria and procedures for giving academic credit for educational attainment, (2) the maintenance of records in student and school program performance, and (3) the development of curriculum and evaluation systems before the public education system begins to lose or fails to attract innovative and talented teachers, administrators, and school board members? How do the schools reconcile the public demand for "basic skills" in the curriculum, on one hand, while satisfying those who demand employability skills on the other?

From these general questions, more specific issues emerge:

1. There is the need for helping schools serve their total student body, especially those students whose life situations have made it difficult to succeed in any of the options generally found in a public school.

The problem is to act in cooperation with the local and state government, community organizations, and the family without undermining the capability of the schools to respond to future issues. Consequently, NSBA is cautious when the federal government, usually with admirable intentions, suggests actions that could disturb the fragile stability of the local school district. Therefore, local school representatives will be cautious before compromising their authority to set standards for the provision of academic credit or to establish and maintain records.

2. Public schools need the resources of community support, well-educated professional staffs and stimulating learning environments. The acquisition and maintenance of these resources come not only through adequate funding, but also through sympathetic government action. The public schools now face a credibility crisis. There are forces on one hand that are demanding more options from their schools that require new settings and curricula, such as the demand for alternative schools from the CETA interests, while on the other hand, different interest groups are demanding that students be given fewer options, requiring the pursuit of courses of study that will give them the capability to score high on standardized tests.

There must be an increased awareness that our schools benefit from constructive criticism in combination with the dedication required to change the situation. There is a thin line between criticism that rebuilds and that which destroys the capacity to rebuild.

August W. Steinhilber

August W. Steinhilber
Associate Executive Director

NSBA

RECOMMENDATIONS

EDUCATION TASK FORCE ON YOUTH POLICY

What follows are a number of basic recommendations on which major education organizations agree. While they are formulated in terms of general points related to specific legislative modifications, these might well be changed.

I. Major new initiative for the junior high and high schools, modeled after Title I, ESEA and using a concentration formula that would provide for targeting on areas of high unemployment. Chief purposes:

* emphasis on basic skills — the academic skills of reading, writing and computation that are key to employability

* provision for supportive services including counseling and placement services

* specialized education related to job preparation; career education

* limited to in-school, school-aged youth

characteristics:

* concentration formula targeted on areas of high unemployment

* forward funding

II. Special Programs Using Exemplary Models, a new section could be added to the Vocational Education Act that would encourage school systems to develop new programs aimed at youth of a variety of ages. School programs would make an effort to reach youth who had dropped out of school, those who never graduated, and those who need basic skill training but are beyond school age. Programs funded would be targeted to areas of high unemployment.

Chief purposes:

* creation of counseling and placement office that would be run by school systems

* creation of skills centers run by school systems which would concentrate on employability skills agreed to by both employers and educators

* support for supervised programs for on-the-job training including, for example, cooperative education

* support for job skills training, ie., vocational education

* support for special summer programs (100% federally funded) concentrating on basic skills, job preparation and work experiences

* Support for basic skills for out-of-school youth

* support for exemplary alternative school and work experience models to be identified

characteristics:

- targeted on areas of high unemployment
- forward funding
- for in school as well as out of school youth, including drop-outs

III. Employability Grants for Continuing Education. A new section could be added to the Youth Employment and Development Projects Act which would give special grants to non-college bound youth who meet qualifications for CETA programs in terms of income and age. These sums would be comparable to the sums of federal money now offered to college-bound youth through federal grant programs like the Basic Educational Opportunity Grants program. They would be available only to youth who have finished high school or who have dropped out but are beyond school graduating age.

chief purposes:

- grants to enable youth to obtain high school equivalencies (only available to those over the age of school graduation)
- funds to enable youth to pursue educational qualifications tied to job promotion -- the career ladder concept.
- to make funds available for use in community colleges and technical schools
- to coordinate fund distribution through the school system

other characteristics:

- available only to youth who qualify by income and age to take advantage of the CETA youth system
- only for youth who are older than school age
- forward funding

IV. Changes and Incentives Affecting the 22% Provision of the Youth Employment and Training Program title of YEDPA. Local Education Agencies should continue to receive the 22% set-aside, and there should be no changes to broaden recipients of these funds. Consolidation of training programs for school-aged youth is advisable, and the 22% set-aside should apply to such a consolidation. An amount of incentive money should be added to this part of the program which would give school systems added amounts if they use their 22% funds for the types of programs listed under part II, Special Programs.

chief purposes:

- to maintain support for education-related activities using the CETA delivery system with improved efficiency

- to encourage school systems to develop better ways of using funds for model programs

V. Standards and Restrictions. Provisions to upgrade the standards of CETA supported programs should be added to legislation, as well as requirements for increase accountability and data collection. The decentralization of the existing system has made it impossible to have a clear picture of whether or not federal funds are actually being put to good use.

chief purposes:

- programs involving training that are run outside of the school systems should require staff and other standards equivalent to those of the public schools in the prime sponsor area
- local education agencies should have sign-off rights on all training programs for school-aged youth
- CETA youth programs should be accompanied by a data, evaluation and accountability systems at least as comprehensive as those provided for in federal education legislation
- all public service jobs for structurally unemployed youth should have an educational component

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A Course of Action

for the

NSBA Task Force

"Vocational Education: Present and Future Needs"

August 15, 1979

Purpose of Task Force and Relationship to NSBA Work Program

The current federal authorization for vocational education will expire in 1981. The House Education and Labor Committee and Senate Labor and Human Resources Committee will begin hearings in 1980 to form the basis for a new reauthorization. Enacted in 1917, Vocational Education is one of the oldest federal grant-in-aid programs, and, with the exception of the Morrill Act creating the land grant collegues, one of the oldest federal education programs. Among the federal education programs, the Vocational Education Act is the third largest in terms of funding. On June 5, 1979, the House Appropriations Committee voted to spend $879 million on vocational education in FY 1980, or $100 million above the FY 1979 level. On June 15, 1979, the Senate and HEW Appropriations Subcommittee recommended that approximately $875 million be appropriated. Total Office of Education expenditures for vocational education, only $45 million in FY 1960, have risen steadily, reaching an estimated $667 million in FY 1979, for activities on all levels including the postsecondary. In 1972, approximately 7.3 million pupils were enrolled in federally aided vocational classes on the secondary level. By 1977, such enrollment had risen to nearly 10 million. If postsecondary and adult students are included, 1977 enrollment totals 16.5 million.

It is the purpose of this proposal to have the NSBA Task Force on "Vocational Education: Present and Future Needs" develop a conceptual basis upon which an NSBA policy recommendation can be formulated for the 1980 NSBA Delegate Assembly that would be used in testimony and in other ways during the vocational education authorization process beginning next year.

...SERVING AMERICAN EDUCATION THROUGH SCHOOL BOARD LEADERSHIP

Background: Current Policy Issues

Popular Image. The prevailing image of vocational education is one of technical training for employment in the semi-skilled and skilled occupations. This conception has been both a benefit and a detriment. Among its benefits are the political advantages of an image which appears to be totally pragmatic. Vocational education, which is responsive to employer needs and provides individuals with appropriate skills, is understood to support the status quo. It is not perceived as a disruptive element in our education system.

But this non-disruptive and accommodating image has an Achilles heel. Policymakers often present vocational education as an option which is good for others, but they rarely propose it for their own children. Many people (and sometimes the students themselves) regard vocational education as second-class education even where it is conducted in first-class facilities. Why? In answering, we must recognize that the basic dilemma of vocational education lies in its subject matter and the uses of that subject matter. The historical fact is that vocational educators, given the objective of supplying the needs of business and industry, have sought to train their pupils, in the best possible way, for occupations that are held to be second-class in our society, no matter how well they are performed.

Federal Support. Vocational education receives popular support at the local level; at the national level support is less warm. Every federal dollar for vocational education is matched by at least $10 in local funding, the highest matching ratio of any federal program. Although federal support rose rather steeply in the early years, increases in federal funding from 1970 through 1979 amounted to about three percent per year, well below the inflation rate. Continuing this trend, the Administration tried to cut vocational education by $200 million, or about one-fourth, prior to the official release of the President's budget in January. This funding was put back only under intense pressure. Most recently, the House-Senate conference committee added $100 million. That the Carter Administration left the post of Deputy Commissioner for the Bureau of Occupational and Adult Education unfilled for more than two years is further evidence of indifference on the part of the White House.

Discrimination. Vocational education has been seen by some as racist and sexist. Critics charge that enrollment and employment data show that vocational education is overwhelmingly biased in favor of the white, lower-middle class males who have tended, historically, to fill most of the occupations for which training was offered. In recent years, the vocational education curriculum has been expanded and the student population has become more broadly representative. The new accusation is that minorities and females are being prepared for low-paying and dead-end jobs.

This is an illustrative case of the basic dilemma of vocational education (and all education, to some degree). Vocational education seeks to respond to the community and, above all, to be realistic.

The resulting perception that vocational education was biased against the minorities, women and very poor who make up the greatest part of the structurally unemployed*, contributed to the enactment of a series of manpower and training programs culminating in the 1973 Comprehensive Employment and Training Act (CETA). CETA, administered by the Department of Labor, provides employment and training without state or local matching.

The 1978 amendments continued CETA's emphasis on public service employment. Out of CETA's annual budget, the greater part will be spent on employment, rather than training. Despite this, there is confusion in definition and purpose between vocational education and CETA, and there is the question of whether CETA may become the "new vocational education."

A. Evaluation of the Vocational Education Act (VEA)

In the 1976 Amendments to the Vocational Education Act, Congress recognized criticism of the program by directing the National Institute of Education to research the extent of the problem. Three and one-half million dollars in vocational education funds was appropriated for the study with results due in 1981 when reauthorization decisions will be made. The NIE study will address questions in the areas of student demographics, program compliance with federal law including those of civil rights, examination of the methods of assessing program quality, and an evaluation of the programs conducted with Consumer and Homemaking funds. Specifically, the law states that there should be:

> A study of the distribution of vocational education funds in terms of services, occupations, target populations, enrollments, and educational and governmental levels and what such distribution should be in order to meet the greatest human resources needs for the next ten years;
>
> An examination of how to achieve compliance with, and enforcement of the provisions of applicable laws of the United States;
>
> An analysis of the means of assessing program quality and effectiveness; and
>
> A review and evaluation of programs funded under the "Consumer and Homemaking Education" provisions of the law (P.L. 94-482).

B. NSBA Direction in Seeking the Appropriate Relationship Between Vocational Education and CETA

The answer to the question, "Is CETA the 'new' vocational education," must be examined in light of the roles both should play. It is from this perspective that NSBA will examine the direction in which the NIE conclusions may point vocational education. Therefore, the NSBA Vocational Education Task Force will not duplicate the questions raised in the NIE study. The purpose will be to build a firm foundation for an examination of the data which may be a major influence on the 1981 reauthorization.

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*The term "structurally unemployed" refers to the segment of the population who consistently are unemployed due to lack of credentials, or other factors even when there are jobs available in the job market.

Background: Philosophical Issues of Definition

The present debate over the knowledge and skills to be taught is rooted in classical philosophical distinctions. If these are not made clear, the issues are fuzzy and degenerate into disputes over whether to teach "job-related skills" or "basic skills" (the definitions of which are as many and varied as the interests of the disputants). Vocational education, like any other discipline with a structure of ideas and techniques, can be seen from several sides. While it is useful to know the perspectives of the "man in the street," it is more precise to use the sharper distinctions developed by philosophy in response to structure-of-knowledge questions.*

In philosophy, knowledge is categorized by three distinctions. They are: (1) theoretic knowledge; (2) technical knowledge; and (3) practical knowledge. The distinctions are rather straightforward. Theoretic knowledge is used to further the knowledge based in a particular area. This is, for example, why masters and doctoral theses have "reviews of the literature" before there is any discussion of how the new research has added and contributed to the established knowledge base. Technical knowledge is "how to" information. It consists of techniques which can range from the very simple to the quite complex. Theoretic knowledge is unnecessary to a person interested only in technique. For example, many automobile drivers are technicians on a very low level. Automobile assembly-line workers are technicians on another level, and skilled auto mechanics are technicians on a relativel high level. Generally, the technician does not design the technique because design process requires theoretic knowledge. The technician uses or adapts that which is already known.

The person who designs and innovates must be a "practical" person capable of fusing theory and technique. Practical knowledge is, therefore, the fusion of theory and technique for use. It is, for example, the type of knowledge that the best law schools attempt to provide by teaching both the ideas of justice and the techniques of argument and presentation. Jurisprudence, therefore, is a branch of practical knowledge.

Why this discussion of the nature of knowledge when examining vocational education? It is because the role of vocational education will not be understood until it is determined what dominant branch of knowledge it contains. While a distinction is often made between theoretic knowledge and the "other knowledge" much utilized in our lives, the exact nature of this "other knowledge" is rather unclear. The lines between technical and practical knowledge are not well known and not often used as a basis of decisionmaking in education.

Perhaps this situation exists because of a value system that views theoretic knowledge as more complex, more intellectually demanding and thus more admired and valued. In recent years this perception has been furthered by the unfortunate arguments advanced within the basic skills movement. The movement furthered a false dichotomy where basic skills thought to be more necessary for advancement in a theoretic area are emphasized at the expense of others basic to both the technical and practical fields of knowledge. Some areas of study such as art have attempted successfully to introduce their fields as basic. Art is an example of a practical field. It is the fusion of idea and technique.

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*This area of inquiry is known as epistemology.

Dr. Arthur Wirth, who has studied the problem from the viewpoint of an intellectual historian, claims that vocational education was originally conceived as a method of introducing practical rather than technical knowledge into the public school curriculum. Further, he claims that the federal role in vocational education has misconstrued its original purpose. Dr. Barlow, a vocational education historian, would probably disagree. He sees the role of vocational education as that of providing technical knowledge, and he charts the evolution of vocational education along with the technical sophistication of industry.

In CETA training programs there is no pretense and little confusion about what type of knowledge is to be predominant. It is to be technical knowledge. Further, the technical skills taught are to enable unskilled individuals to enter the labor market at the entry level. There is confusion over the type of knowledge that vocational education is to represent (Welsh, 1979). There is also confusion over the purpose of its existence in the public school system (Thurow, 1979; Kirst, 1979). The role of vocational education in the public schools for the 1980's must be answered from two angles. First, what kind of knowledge competency should it develop in students (or to put the question another way, what are the characteristics of vocational education subject matter?)? Second, for what purpose is vocational education included in the school curriculum and is that purpose consistent with the reasons that federal money is provided to the program?

At present vocational education is viewed as a delivery system for providing job skills that can be sold in the labor market. Its knowledge base is viewed by many as technical knowledge. This can be seen by examining the types of jobs for which training is most frequently provided. Further, vocational education is viewed at the federal level to be a program whose major role is that of manpower policy rather than education policy. This prevailing view has led the vocational education program into direct philosophical and political conflicts with the CETA program whose knowledge base and purpose have been relatively clear. Vocational education is at a crossroads. We must decide whether vocational education is an outdated, in-school version of CETA, or whether it is something distinct from but complimentary to CETA.*

The choice between those two roles for vocational education will influence the expectations public schools will have of vocational education, the type of instructors hired, the facilities provided, the curriculum taught and the criteria and means of evaluation utilized. Having made this choice, the Task Force then will decide whether vocational education should be a priority for public education and how national policy might reinforce and aid vocational education to assume its place within the U.S. public school system. Once the "place" of vocational education has been determined, remedies for achieving it can be examined.

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*Of course, there are substantial differences between vocational education and CETA as we now know them. While the CETA clients' rather brief training experience is almost entirely technical, the usual vocational education student does have access to the broader general-education curriculum of the high school. This is not to deny the fact that many policymakers, particularly those on the federal level, regard vocational education as essentially technical, and as an equivalent to CETA.

Issue, Goal, Problem and Sub-Issues

General Issues

The lack of a general definition of vocational education has led to confusion in several areas including:

(1) the appropriate "place" of vocational education between and within all levels of education, including elementary/secondary school districts, post-secondary institutes and community colleges and four-year degree-granting colleges and universities;

(2) the type of student who would benefit from involvement in vocational education at various levels of education;

(3) the nature of evaluation, both fiscal and academic, appropriate for vocational education at the various levels of education;

(4) the background required of instructors at various levels of education;

(5) the role of the federal government in vocational education; and,

(6) the role of school board members in determining the goals and purpose of vocational education at the elementary and secondary school levels.

Goal

Establish a conceptual basis for determining NSBA's position on the 1981 reauthorization of the Vocational Education amendments.

Task Force Problem

Construct a definition for vocational education that is appropriate for the public elementary and secondary school district in the 1980's, and, if appropriate, distinguish it from that of the CETA employment and training programs. Prepare actions school boards might take in implementing this chosen definition.

Sub-Issues

The examination of the Task Force problem and its solution will provide the Task Force with a basis for considering the following sub-issues.

(1) What are the appropriate roles of Vocational Education and CETA programs in the elementary/secondary school district? Will these programs serve students in the same, similar or different manners?

(2) Given the chosen roles, what are appropriate general criteria against which these programs should be evaluated? How does the chosen criteria compare with those being used now or being proposed (i.e., Vocational Education Data System [VEDS])?

(3) What governance structure would provide local school boards with the flexibility to implement their vision for vocational education in the public schools?

Objectives

1. Determine a definition of Vocational Education appropriate for the public schools.

a. Examine current definitions now in use in Task Force members' school districts as well as in the current literature.

b. Examine the courses now being taught in the school districts of the Task Force members and the assumptions underlying what will be taught that are evident in the current literature.

c. Examine the grade levels in which vocational education courses are offered in the school districts of Task Force members.

d. Examine the general criteria for success in the vocational education program in the districts of the Task Force members. Compare the criteria with assumptions used in the general literature.

e. Examine the student characteristics of those enrolled in vocational education programs of the Task Force members' school districts. Compare with the literature.

2. Use a selected definition of vocational education as a guideline for determining: one, the distinctiveness, if any, between vocational education and CETA; two, the general criteria against which vocational education should be evaluated; and, three, the type of student to whom vocational education learning is appropriate.

a. Make a distinction between the general purposes of vocational education and CETA, if any.

b. State general criteria against which vocational education might be evaluated and compared to CETA in the public elementary/secondary schools.

c. Specify the type of student for whom vocational education might be appropriate and the grade levels in which vocational education might be offered.

3. Consider governance strategies that will provide that the vocational education interests of the local school district are represented in significant governance structures.

a. Identify problems with the existing governance structure.

b. Suggest avenues for increased participation for school board members in determining the governance structure in the upcoming vocational education reauthorization.

Method

I. Task Force members survey their own school districts and bring data to Workshop.

II. Task Force members read selected background materials.

III. Workshop organized to use Task Force members' data and background materials to achieve Objective #1.

IV. A Delphi technique* consisting of two rounds used to achieve Objective #2.

V. A report written that presents Task Force work in the context of current issues.

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*A method of soliciting and aggregating individual opinions or judgments, typically of a group of experts (or persons with common interests or responsibilities), to arrive at common views concerning what may happen in the future. The Delphi technique keeps individual responses anonymous so that social influences (prestige of a certain participant, the perceived unpopularity of a position) are minimized. Questions are posed in a series of rounds. The results of each round are organized and re-presented to the participants in a carefully structured way.